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ABSTRACT

This Hearing before the House Subcommittee on Housing and Consumer Interests, of the Select Committee on Aging, contains statements from agency personnel, law enforcement persons, older citizens, and minority group representatives. (JLL)

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ELDERLY CRIME VICTIMS: PERSONAL ACCOUNTS OF FEARS AND ATTACKS

ED142862

HEARING

BEFORE THE

SUBCOMMITTEE ON HOUSING AND CONSUMER INTERESTS

OF THE

SELECT COMMITTEE ON AGING

HOUSE OF REPRESENTATIVES

NINETY-FOURTH CONGRESS

SECOND SESSION

HELD SEPTEMBER 18, 1976, IN LOS ANGELES

(Including briefing held June 3, 1976, in Washington, D.C.)

Printed for the use of the Select Committee on Aging

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ELDERLY CRIME VICTIMS: PERSONAL ACCOUNTS OF FEARS AND ATTACKS

SATURDAY, SEPTEMBER 18, 1976

U.S. HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON HOUSING AND CONSUMER INTERESTS,
SELECT COMMITTEE ON AGING,
Los Angeles, Calif.

The subcommittee met, pursuant to notice, at 9:30 a.m., Lincoln Heights Recreation Center, 2303 Workman Street, Los Angeles, Calif., Hon. Edward R. Roybal (chairman of the subcommittee) presiding.

Committee members present: Representatives Roybal of California and John Paul Hammerschmidt of Arkansas.

Mr. ROYBAL. Ladies and gentlemen, the meeting will come to order. This is the Subcommittee on Housing and Consumer Interests of the House Select Committee on Aging. As you know, we have jurisdiction over housing, property tax relief, consumer problems, legal services, fraud, and other crimes.

Today our inquiry will focus on crimes committed against the elderly. This is the seventh of a series of hearings that this subcommittee has held. Our hearings are designed to determine the extent of elderly victimization and to determine what the Federal Government can do to help State and local governments to reduce crime. This subcommittee will assess the impact of crime on the individual and develop a report which will include both legislative and programmatic remedies.

Some of you may remember we were here last year examining the housing problems of the elderly. As a result of those hearings the subcommittee published a report that outlined a series of recommendations to improve housing for our senior citizens. As a direct result, Congress appropriated $3.3 billion for housing for the elderly. The rent subsidy program was changed to spur new construction and to make it easier for senior citizens to receive rental assistance.

People complain that government does not do anything. Well, it does but it cannnot be very effective unless we get some input from the people themselves. It is important that you come to us with your ideas and with your support.

We are very fortunate to have with us this morning the ranking minority member of the subcommittee, Congressman John Paul Hammerschmidt, from the great State of Arkansas. I am very proud to say that Mr. Hammerschmidt has been one of the leaders on the Republican side of the floor who has fought to get funding for programs to assist senior citizens.

May I also say that this has been a bipartisan approach and effort. Mr. Hammerschmidt has been most cooperative. He is most interested in the problems of senior citizens, and I can assure you that we can always count on him when we need another vote and when we need some work on the other side of the aisle. Congressman Hammerschmidt does his homework well. He does his work well, and he has produced 100 percent.

I would like to welcome you, Congressman, to my district and to have you meet some of my constituents whom you will meet here this morning and this afternoon.

Mr. HAMMERSCHMIDT. Thank you very much, Mr. Chairman. I am very pleased to return to the 25th Congressional District of California to be with my good friend and my leader, Ed Roybal.

As Mr. Roybal mentioned, we held hearings last year here for the purpose of understanding what senior citizens considered to be major housing and community problems, and also to find out what you recommend as solutions to those problems. We learned a great deal from you at those hearings and returned to Washington with a clearer direction. I would like to share with you some of the progress that has been made in the year since our meeting out here in Los Angeles—progress that affects senior citizens.

As Mr. Roybal mentioned, $3.3 billion was appropriated for housing for the elderly, to be utilized during the next 3 years. Funding for the Older Americans Act was increased by $24.5 million, and for the first time, funds were appropriated for the construction of senior centers.

I also want you particularly to know that Mr. Roybal was very instrumental in the passage of all this legislation. He has devoted a great portion of his time to sensitizing other Members of Congress to the needs of the elderly, particularly the minority elderly who indeed deserve representation in Government.

So we are here today to probe a specific issue—the problem of crime against the elderly. We in Washington have to know what is happening in communities throughout the country and have come this morning so that you can share your experiences with us. Many of you have ideas, recommendations, and perhaps solutions to the problem. We, therefore, turn to you again—you out here in the community—to listen, to learn, and to work together for change.

Mr. Chairman, I know you have a great number of witnesses. So I suggest we begin hearing them.

Thank you.

Mr. ROYBAL. Thank you for those very kind remarks. Before we start with our first witness, I would like to take you back behind the scenes to tell you something that happened in the House of Representatives that is unprecedented. It hadn't happened before.

I sit on the Committee on Appropriations. This is the committee that handles the money. More than $456 billion will be appropriated, money that goes throughout the world, actually. Most of it is spent, of course, in the United States. But as a member of that committee, I witnessed one afternoon a presentation that had never been made before to our committee, and that is that the full leadership of the Committee on Aging went before that Committee on Appropriations to plead their cause. I want to bring that to your attention because it

shows the tremendous coordination of activity that exists in the Select Committee on Aging—the four chairmen of the subcommittees plus their minority leaders on the other side, getting together, both Republicans and Democrats, and pleading the cause for more funds for senior citizens. With that kind of coordination, and with that kind of dedication on both sides, it seems to me that as time goes on we will not only be able to get $3.3 billion; we will be able to increase it and eventually meet the needs of the senior citizens throughout the United States.

We have held hearings in various States, and we have come to realize that there is a pattern—a senior citizen, regardless of where he lives, has approximately the same problems. They are problems in transportation, problems of finance, problems of health. All of these things are matters that have been presented to this committee, and every member of that committee is aware of those problems. The presentation that was made that afternoon to the Committee on Appropriations was one that could not be denied by the committee, and that is the reason, I believe, that we were able to get $3.3 billion that afternoon.

Our first witness this morning is Bill Elkins, who is the special assistant to the mayor of the city of Los Angeles. Mr. Elkins, as you know, has been quite active in this field. He is considered one of the experts, and he works for a man who, in my opinion, has done an excellent job in the city of Los Angeles.

Mr. Elkins, will you proceed in any way that you may desire.

STATEMENT OF WILLIAM ELKINS, SPECIAL ASSISTANT TO THE MAYOR OF THE CITY OF LOS ANGELES

Mr. ELKINS. Congressman Roybal, Congressman Hammerschmidt, let me indicate that it is my pleasure to represent, before your committee, the mayor, and to convey to your committee his commendations for the tremendous job that your committee has done in sensitizing the Nation to the needs of the elderly. We hope that you are aware that the city of Los Angeles, with the full support of the council, particularly the councilmen in whose district these hearings are held this morning, has also done a tremendous job in escalating the priority of program needs relating to seniors. All of that has come about, Mr. Roybal and Mr. Hammerschmidt, just during the course of the last 2 to 3 years.

We want you to know that we fully support and welcome the opportunity to have input into the myriad activities that your committee has undertaken on behalf of the elderly. There are many agendas in this country, we recognize, which have to be moved. It is our opinion that none of those agendas are more important than the program agenda relating to the needs of our elderly. There are in excess of 425,000 senior citizens living within the Los Angeles basin, many of whom fall well below the federally defined poverty lines. I think that, in and of itself, is an indication of the need for funds for so many areas to meet their needs.

The purpose bringing you to the Los Angeles basin this morning addresses one of the highest priority needs as defined by the hearings

which have been conducted through the Los Angeles Area Agency on Aging, by the monthly input coming from the dozens of senior citizens' clubs throughout the basin—that is the issue of crime against senior citizens. We think that it is the job of everyone, not just the seniors themselves, but the job of government, the job of the indigenous community to become more sensitive and more aware of the problem of crime being perpetrated against seniors. We commend you for what you will be doing, we know, in response to the testimony that will be taken here this morning.

You will be pleased to know that the Los Angeles City Area Agency on Aging is about to undertake a major program with funds that will be provided through, we hope, primarily the Law Enforcement Assistance Administration. But the Office of Aging in Washington has committed some $250,000 for a one-shot, unique program that will enable the city, acting in concert with the police department, with senior citizen agencies, and with the various communities, to address the issue of crime.

I would ask at this time that you give Dr. Roy Azarnoff, who is the director of the city's area agency on aging, the opportunity to very briefly provide for the record the methodology by which we propose to address this issue.

Again, let me thank you for the opportunity to appear here this morning. Let me indicate that we stand ready, willing and, I hope, able to work in concert with you, sir, and with your subcommittee in implementing any programs that you provide for the Los Angeles basin.

Thank you very much.

Mr. ROYBAL. Thank you, Mr. Elkins. It is an honor and a real pleasure to be able to coordinate our activities. As you know, the mayor and I have been friends for many years. We seem to see eye to eye. I know of his interest in this field. I know how capable his staff is. I know of your expertise. It seems to me that if we get all of this together and a program is formulated, that we can definitely coordinate our activities to the point where we can be successful in its implementation.

Now, is Dr. Azarnoff present?

Mr. ELKINS. Yes, sir, he is here and I will ask him to come up here at this time.

Mr. ROYBAL. Will you also remain here so that we can ask appropriate questions.

Come forward, please.

STATEMENT OF ROY AZARNOFF, DIRECTOR, LOS ANGELES CITY AREA AGENCY ON AGING

Mr. AZARNOFF. Congressmen, before beginning my remarks I would like to introduce to you some folks in the audience who have an important role to play in this community. I would like to introduce Mr. Madrid, who is the president of the Federation of Senior Clubs in this area, and two members of the Los Angeles Police Department who are with us today, who have been superb in their cooperation with our efforts, Lt. Bill Mossman from the bunco-forgery squad, and Sgt. John Wolfe from the crime prevention unit.

I appreciate this opportunity to come before you to once again discuss the needs and concerns of the elderly residents of the city of Los Angeles. I have read with great interest the hearing reports of your subcommittee which were conducted in other parts of the country, and find that most of the opinions presented there are in accord with our experience and views here in Los Angeles. Therefore, I will attempt not to waste your time by going over information and ideas with which you are already familiar.

Instead, I would like to focus on the issues as we see them in Los Angeles, and the responses which we hope to generate. Later this morning you will be hearing testimony of officers of the Los Angeles Police Department, so I will not go into very much data about crimes against the elderly. But we will append that data to our testimony.

About 18 months ago or longer, the Attorney General's Office Crime Prevention Unit proposed to a number of agencies in the Los Angeles area that we join them in a program of crime prevention for senior citizens. This effort was a successful, multi-agency project that resulted in many classes being taught, radio and television announcements being prepared, and widespread involvement of the elderly in crime prevention activities. The theme was related to ways in which older persons could reduce the risk of victimization. The mayor of Los Angeles, Tom Bradley, and the board of supervisors of the county declared February as Preventing Crimes Against the Elderly Month. We all felt that a good effort had been made, although we had no scientific evidence to measure the results.

Looking back on that program, I personally have come to question its efficacy in some areas. As you are aware, the Harris poll, conducted for the National Council on the Aging, indicated that the major concern of a large number of senior citizens was the fear of crime. The data in Los Angeles show that the percentage of seniors who are victimized is generally less than that of the population as a whole, except for purse snatches. This has led me to wonder if our efforts to warn the elderly about crime do not increase their fears, and all the deleterious effects that these fears generate. If the assumption that fear may have more harmful effects than crime itself is correct—because many seniors are fearful, but only a few are victims—then the response should be a program which allays fears and assists the victims of crime. This approach may be more effective than crime prevention efforts in some ways, because preventive education may increase fear.

To determine the effect of crime on the lives of the elderly in Los Angeles, a study was undertaken to determine which crimes older persons were more likely to fall victim to. It was found that some crimes, such as fraud, have a disproportionate number of elderly victims but are uncommon. Because of this, the effects on the lives of the elderly as a group from these crimes are small.

The most common crimes among elderly victims in Los Angeles, as previously suggested, are street robberies. The fear of these crimes keeps many senior citizens prisoners in their own homes. There is no way to estimate the loss to the elderly from the fear of being victimized.

To meet this challenge, the city of Los Angeles has joined with several other major cities to develop the elderly victimization preven-

tion and assistance program. The elderly victimization prevention and assistance program of Los Angeles is an integral part of a national program of proposals submitted for funding consideration by the Ad Hoc Planning Consortium of National Aging Organizations. In concert with these other major U.S. cities, Los Angeles is proposing to develop and implement a 3-year program effort designed to demonstrate ways in which crimes and their negative effects on elderly persons can be reduced.

The program proposal has been developed in Los Angeles through a cooperative effort of the following city departments and offices—and I suggest to you that may not be common in practice—the Office for the Aging, the Council on Aging which is our Senior Citizen Advisory Council, the police department, the Office of Criminal Justice Planning, the Community Analysis Bureau, the Office of the City Attorney, the City Administrative Office, and the Recreation and Parks Department. It has been a joint effort of many, many departments.

The overall program goal is to significantly reduce elderly victimization which involves personal violence or threat of personal violence, to increase the free movement of elderly persons in their neighborhoods, and to reduce the impact of crime on victims.

The design and focus of this programmative effort will be to provide comprehensive services to victims in a segmental approach to community crime prevention and victim assistance. Action by private citizens is at the heart of community crime prevention. There is a direct relationship between participant base—that is, senior citizens—which consists of members of the specific potential victim population, and specifically targeted crimes—that is, crimes of particular concern to that group. Thus, a group of potential victims is concerned specifically with preventing crimes against members of the group. In this case, of course, we are referring to senior citizens.

The principle of specialized treatment for older persons has become a well-established part of public policy in several areas including property tax relief and rate-reduced public transportation. There has also been a movement for special legislation providing greater protection and greater criminal penalties for crimes committed against persons over 60 in some States, including California and North Carolina. The differential impact of crime on older persons may be classified according to economic, physical, and psychological factors.

Let us take economic factors first, and briefly. Older retired people typically live on fixed incomes which are often near or below the poverty line. Thus, for example, the loss of $35 as the result of a purse snatching may not be significant in terms of the FBI index, yet it can represent 2 weeks of food for an elderly widow. The diminishing income shapes the economic impact on older victims, not only in terms of loss of money, but in terms of replacing property and paying for medical expenses following an injury.

Let us take physical factors. One of the greatest fears of the older person is a fall. Older bones may be brittle and break rather easily. A leg or hip that is broken in a fall during a mugging or purse snatching can mean immobility and dependency for a prolonged period. It can result in being permanently confined to a wheelchair or even an institution. A victim's age can be a significant factor in assessing the total impact of crime.

Let us take psychological factors. Stemming from the economic and physical factors is the knowledge and fear of what an instance of victimization can mean. Bunden's survey research has revealed that at any age, fear is a silent escort of many Americans should they venture out of their homes at night. Fear is the roommate of the urban dweller as burglary rates continue to rise. For the older person, often in self-confined adaptation to the environment, old age is increasingly a time of being alone and of being physically impaired. These conditions escalate vulnerability to crime and, hence, the fear of crime. To the extent that the older person has relatively more to lose, the balance of fear can be considerable.

The differential impact of crime on older persons is based on special factors inherent in the condition of aging which increase vulnerability, and public policies and societal attitudes which can contribute to this vulnerability and make victimization very difficult.

The criminal is not a sportsman. He seeks out an easy mark, the sure thing, the vulnerable. An older person is often relatively weaker than a potential assailant and, therefore, less able to escape or fight back.

Diminished income and patterns of social change combine to result in many older people living in high-crime neighborhoods. Suburbia is rarely a viable alternative since low-income, single-person residential units are uncommon.

The general case for senior citizen crime prevention involvement to complement, not replace, general prevention activities may be summed up as follows:

One, participants have a greater stake in and commitment to the program. Strong participant identification with potential victims increases the personal significance of the program and develops group identification and self-reliance.

In addition, participants will have greater legitimacy in the community being served.

Two, the segmental approach encourages the development of leaders from the specific population group who can, in turn, stimulate additional involvement from the community. These leaders can also be valuable resources to established law enforcement agencies since they will be particularly aware of the specific crime problems of their group.

Three, more emphasis can be placed on the specific crimes committed against the group. Crimes which may not be of great concern to the population in general and, therefore, which have not been of high priority in other crime prevention programs will receive attention. For example, among the elderly, hearing aid fraud might be such a crime.

Older persons have certain qualities which make them particularly effective participants: time, knowledge and experience. Within the elderly population there is a wealth of expertise and skill which can be utilized in crime prevention activities. Retired persons also have the time necessary to devote to establishing and maintaining a good program. These resources have been underutilized by society. But the increasing need for crime prevention activity and the increasing rates of crime against older persons have stimulated involvement by older persons in the fight against crime.

The thrust of our crime prevention program will address the following: Street crimes—the most important crimes and how to avoid them; burglary—ways to protect the home; fraud and bunco, confidence games, bunco schemes and white collar crimes; and fourth, community-police relations—how individual citizens can cooperate with law enforcement agencies to reduce crime.

Increasing crime rates have stimulated innovation in crime prevention programs throughout the Nation. The necessity for community involvement in crime prevention is clear. The criminal justice system cannot solve the crime problem without strong community involvement. The segmental approach to community crime prevention adds another dimension to the relationship between the criminal justice system and the community. As the older participants have shown, there is great potential in the community which can and must be used to prevent and reduce crime.

The basic program will have three target areas in which senior citizens working part-time will operate in teams to visit elderly persons who report that they are victims of a crime. These teams will provide whatever the victim may need, such as assistance with medical problems, shopping counseling, et cetera. A small amount of money will be available to provide emergency food in cases where, for example, a social security check has been stolen. One of their most important efforts will be to help the older person understand what it is that they did to make them vulnerable to crime, and ways to prevent future occurrences. A special effort will be made to assist those persons who report a crime and need help in testifying at a trial, or preparing papers, or with any activities which would facilitate the apprehension and conviction of criminals.

Other activities will include neighborhood development programs which will help to bring the community together to support each other by looking after one another. There will also be a program to inform the general public of the need to take appropriate measures to reduce the risk from criminals.

Three target areas were selected in the city. The combination of these areas contains a total elderly population of over 58,000. The overall percentage by groups is 19 percent black, 17 percent Latino, 62 percent Caucasian, and 2 percent other. The overall part one crime rate in these areas of 29 per thousand is well above the city's average. The three areas contain a diversity of ethnic groups and lifestyles that are requisite for an evaluation of the differential effects of the program.

It has been my pleasure, Congressman, to discuss these issues in our program with you. Funding of the program is expected shortly, we believe. But the delay and disarray on the part of the Law Enforcement Assistance Administration has caused considerable concern, as I think you may know. We would certainly appreciate, and we know that senior citizens would benefit from, any help from your subcommittee in hastening the funding of the program in Los Angeles and the other cities.

Thank you very much.

Mr. ROYBAL. Mr. Azarnoff, I am quite interested in the elderly victimization assistance program. You have said that a certain amount of money is budgeted for that purpose. Can you repeat that figure again?

Mr. AZARNOFF. Yes. The Administration on Aging has committed approximately $250,000 to New York, Los Angeles and Chicago.

The Law Enforcement Assistance Administration, which was supposed to put up considerably more money than that, has not made any commitment at all despite a year of continuing negotiations with them.

Mr. ROYBAL. All right, the $250,000 will come from where?

Mr. AZARNOFF. AOA—the Administration on Aging.

Mr. ROYBAL. All right, and the rest of the money?

Mr. AZARNOFF. It would come from LEAA—the Law Enforcement Assistance Administration.

Mr. ROYBAL. LEAA has not as yet committed their share of the funds?

Mr. AZARNOFF. That is correct.

Mr. ROYBAL. How much is projected for the whole program?

Mr. AZARNOFF. Well, the total program would cost about $6 million for the eight cities.

Mr. ROYBAL. Can you name the cities that would be involved?

Mr. AZARNOFF. Yes; I certainly can. New York, Chicago, and Los Angeles are the three which will be funded in part by the Administration on Aging. The other cities are New Orleans, Philadelphia, and Milwaukee. Then there is to be another grant to the Black Center on Aging which will run programs in Washington and Detroit. So there will be eight cities altogether.

Mr. ROYBAL. Do you know whether or not LEAA has funds available or appropriated for that purpose?

Mr. AZARNOFF. Well, they have been saying for the last year, Congressman, that they have the money and they want to run this program. But they haven't gotten around to it, and we are quite concerned about it.

Mr. ROYBAL. Well, they have said a lot of things for the last year that haven't happened. So I was inquiring as to whether or not this is one of the other things that they preach but don't practice.

Mr. ELKINS. I wonder if I could make just a quick addendum to those remarks.

There is no question, Congressman Roybal and Congressman Hammerschmidt, that LEAA has funds which can be utilized for this purpose. We don't know why they have not participated. We want you to understand the original concept was to involve moneys contributed not just by the Office on Aging in Washington, but also by LEAA, by HUD, and by one additional agency, CSA.

The big money for this experiment in the cities named by Dr. Azarnoff was to have come from LEAA. LEAA, for reasons that are unknown to us, has not chosen to fulfill the commitment that it made. The others are going ahead with their contributions to the pool of money that will be utilized by those cities. But because the funds from LEAA are not forthcoming, the program will not be as large as we had envisioned. It is so important, though, that we want you to know we are going to go ahead with it using the lesser amounts contributed by HUD, by the Administration on Aging, and by CSA. Los Angeles would be entitled to $250,000—if LEAA were participating, it would be close to double that amount, and we could do so much more.

Mr. ROYBAL. All right. If LEAA does not participate, Los Angeles will have approximately $250,000.

Mr. ELKINS. That is correct, sir.

Mr. ROYBAL. If they do participate, then it would be considerably more and the program then will be in full force.

Mr. ELKINS. That is correct, sir.

Mr. ROYBAL. Otherwise the $250,000 will only provide sufficient funds for a moderate approach to the problem.

Mr. ELKINS. That is absolutely correct. We have been stalled for the better part of 6 months, you know, waiting on LEAA. As I said, we are not here to demean any agency. But that is a fact.

Mr. ROYBAL. I think we are here to get the truth, and I know that what you are saying is the truth.

There is one other thing I would like to get clear in my mind and that is, first of all, the selection of the first eight cities. Will this serve as a demonstration program?

Mr. ELKINS. Precisely.

Mr. ROYBAL. Will other cities, after the demonstration has been made, be eligible for funds to do a similar job?

Mr. AZARNOFF. We think so, Congressman. As you know, the House and the Senate have passed a regulation requiring every State to include in their criminal justice plan for the year some means by which they will deal with the problem of crime against senior citizens. So we hope that some of the funds which are being made available as part of the criminal justice block grants to the States will be used for this purpose throughout the United States.

Mr. ROYBAL. All right, now you said the police department would be one of the participants in this program.

Mr. AZARNOFF. Yes; we believe that to be true.

Mr. ROYBAL. Will they be really involved in the program to a point where changes may have to be made, if necessary, within the police department so that it will be able to gather sufficient statistics with regard to the senior citizens?

Mr. AZARNOFF. Congressman, we are now negotiating with the department about what role they will play. They have been extremely cooperative up to this point, and I envision no difficulty with them.

Mr. ROYBAL. Well, I am glad to hear that because in the hearings we have held elsewhere, we have heard that police departments don't even keep statistics with regard to age. When you ask them how many people over 60 have been victimized one way or another, they have been unable to provide those statistics.

Mr. AZARNOFF. We will be submitting that, Congressman, as part of our testimony to you. I know that the police officers who will be reporting to you later will also be providing statistics.

Mr. ROYBAL. In other words, the Los Angeles Police Department does keep statistics.

Mr. AZARNOFF. Yes; they do.

Mr. ROYBAL. I am glad to hear that. I have always heard that they were the Nation's best and I have always wanted to believe that. Now, may I say, I do believe it.

Mr. AZARNOFF. We are pleased to support that opinion.

Mr. ROYBAL. Thank you. Mr. Hammerschmidt?

Mr. HAMMERSCHMIDT. Where did the concept originate for this pilot program that will be in eight cities? Where did it emanate from?

Mr. AZARNOFF. The original concept came from a number of studies that were done. You may be familiar with some of them. One of them was in Kansas City. The city of Milwaukee made this proposal and invited all of the larger cities which had been involved in one of several previous studies to join with them in making an application to LEAA. That is how it got started.

We formed an ad hoc consortium of the cities.

Mr. HAMMERSCHMIDT. So it really emanated from the grassroots level, so to speak—from the mayor's level in the cities.

Mr. AZARNOFF. That is correct.

Mr. HAMMERSCHMIDT. Under the auspices of LEAA?

Mr. AZARNOFF. No; we approached several funding sources, including the Administration on Aging and the Community Services Administration. I actually think that the original concept came from a request from Milwaukee that we get together and try to provide a program.

Mr. HAMMERSCHMIDT. Will this LEAA money come out of discretionary funds?

Mr. AZARNOFF. I don't know, Congressman.

Mr. HAMMERSCHMIDT. Well, most LEAA funds are in the form of block grants.

Mr. AZARNOFF. That is correct.

Mr. HAMMERSCHMIDT. So the money must come out of the discretionary funds.

Mr. ELKINS. It is my understanding, Congressman, that we were talking about unexpended funds that are variously described as drop-out funds—moneys which have in fact been allocated but not expended for the purpose originally intended. It was a question of whether the funds could be diverted for this purpose or revert back to the general fund.

Mr. HAMMERSCHMIDT. Do you think a legal question is holding this up?

Mr. ELKINS. No, sir.

Mr. HAMMERSCHMIDT. Has the general counsel made a reading on it?

Mr. ELKINS. No, sir. It is not a legal question. It is simply a matter of LEAA finding its way out of the problems—psychological and otherwise—that they appear to be caught up in, in terms of what kinds of programs they want to support. I think you need to know that when they were first approached—the mayor of this city, along with the mayors of the other cities—personally consulted with the Administrator of LEAA. He was totally committed to the program. We cannot account for the reason of their recalcitrance in moving ahead. We do hope that they will move on it.

Mr. HAMMERSCHMIDT. Can you use community development block grant money for this sort of program?

Mr. AZARNOFF. We not only can but we are planning to. One of our council districts is already in the process of requesting $100,000 to run a similar program in another area than the three we have chosen.

Mr. HAMMERSCHMIDT. How about revenue sharing?

Mr. AZARNOFF. That is also possible, although at this time we have no plans for that.

Mr. HAMMERSCHMIDT. I see. Well, of course, you are obviously excellent witnesses and we could ask you questions all morning. But I

notice we have eight others. So we very much appreciate your testimony and your fine responses.

Mr. AZARNOFF. Thank you very much.

Mr. ELKINS. Thank you very much.

Mr. ROYBAL. Thank you both very much.

The next two witnesses have asked to testify for 5 minutes and we will ask them to come forward. Viola Bojorquez will be the first.

Will you proceed in any way that you may desire.

STATEMENT OF VIOLA BOJORQUEZ

Ms. BOJORQUEZ. I would like to have protection for all the senior citizens. It is very dangerous for us. I know how it is because I have been robbed. We are scared to go to any part of the city because we might be hit. I would like to do all in my power for the senior citizens because they are very good people. I think we need protection.

Mr. ROYBAL. Mrs. Bojorquez, can you tell the subcommittee how you were robbed and when?

Ms. BOJORQUEZ. Yes. One day I was going to one of the senior citizen clubs and two young boys tried to jump me. I felt my purse being snatched—somebody pulled my purse. I hollered but I couldn't get help.

Then I was robbed once again in K-Mart. Two ladies grabbed me. They took my money and my rings—my engagement ring and my marriage ring. They told me that they were going to give me money and they didn't do it. I got really sick.

Mr. ROYBAL. When you were robbed the first time, you were robbed, you say, by two young teenagers?

Ms. BOJORQUEZ. No, that was the second time.

Mr. ROYBAL. But you were robbed by teenagers on one occasion, and the other time was by two women?

Ms. BOJORQUEZ. Yes.

Mr. ROYBAL. Was this during the day or was it at night?

Ms. BOJORQUEZ. It was during the day because I don't go out at night—only with my family or somebody that I know.

Mr. ROYBAL. You don't go out at night for what reason? Are you afraid?

Ms. BOJORQUEZ. Yes, by all means.

Mr. ROYBAL. During the time that the robbery was taking place, did you holler for help?

Ms. BOJORQUEZ. Yes, but nobody wanted to get involved.

Mr. ROYBAL. But there were people around and still they didn't want to give you help.

Ms. BOJORQUEZ. I was so nervous at the time that I didn't notice.

Mr. ROYBAL. Well, this was at the K-Mart store so no doubt there were a lot of people around.

Ms. BOJORQUEZ. Outside. But I got afraid and I didn't know what to do.

Mr. ROYBAL. How long ago was this, Ms. Bojorquez?

Ms. BOJORQUEZ. It was about 1972, around there.

Mr. ROYBAL. Around 1972, which means that from that time on you are very much afraid to go out by yourself.

Ms. BOJORQUEZ. Yes, even in the daytime now.

Mr. ROYBAL. Do you belong to a senior citizens club?

Ms. BOJORQUEZ. Yes, I do. Eastmont.

Mr. ROYBAL. Do you sometimes have to miss those meetings because someone can't go with you?

Ms. BOJORQUEZ. Well, they come for me because I don't want to miss my senior citizens club meetings.

Mr. ROYBAL. In other words, you go to the meeting and someone picks you up and takes you to the meeting.

Ms. BOJORQUEZ. Yes, and they bring me home.

Mr. ROYBAL. My understanding is that you are a very active member of your senior citizens group.

Ms. BOJORQUEZ. I try.

Mr. ROYBAL. I was told earlier today that you are one of the most active members.

Ms. BOJORQUEZ. Thank you. I try. I love my club very much.

Mr. ROYBAL. Thank you very much. Mr. Hammerschmidt?

Mr. HAMMERSCHMIDT. Ms. Bojorquez, I suppose that we could sit here and listen to countless hundreds of stories of victims in Los Angeles. But the fact that you have come forward to testify is extremely important. Not so much because of the details of what happened to you, but because you were willing to come here out of concern for others. I assume that it is because of that attitude that Mr. Azarnoff, Mr. Elkins, Mayor Bradley and others will build on this segment approach in the pilot program which they have in mind. So we are very appreciative for the contribution you made to us this morning.

Ms. BOJORQUEZ. Thank you.

Mr. ROYBAL. Thank you very much.

The next witness will be Esther Garcia.

STATEMENT OF ESTHER GARCIA

Ms. GARCIA. Mr. Hammerschmidt and Mr. Roybal, I am not prepared to talk this morning. I didn't know what it was all about until last night really. But I am concerned about the senior citizens because I am one, although I am still very active. I am also concerned about the juveniles. I have to do so much with the senior citizens. I have noticed most of the crimes committed against senior citizens are by juveniles. I was wondering if in this program, something can be done with the juveniles, especially at nighttime. It would help if their parents were involved, but the parents don't seem to be willing to get involved. I think this is very, very important. I think the police departments, or the mayors of the cities, or the councilmen should try to get all these people together and talk to them about their teenage children, and be more firm with them. If these young people are picked up for a crime, get the parents involved. Maybe the parents can be found and held responsible for the actions of their children. I think that half of the trouble is the parents—not only the teenagers. It seems like the law doesn't do much about it.

I live in Commerce and I am happy to say that we don't have a very high rate of crime over there. But the sheriff's department is very active, and we have regular meetings with them. I think the parents talk to them. If a child or a young man under 18 years of age is found

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on the streets, they pick him up and they contact the parents. They catch them writing on walls; they put them to work; and they fine the parents. That seems to do a lot of good.

Mr. ROYBAL. These are some of the recommendations, Ms. Garcia, that the elderly victimization assistance program can probably put into effect. As we heard in the testimony, we were assured that the Los Angeles Police Department has been most cooperative and will continue to cooperate with them. I hope that some of these recommendations will be taken up and implemented.

Have you yourself been victimized in any way in the past?

Ms. GARCIA. No, I haven't been robbed. I have been very lucky. I have been pushed around, but I have been able to——

Well, I was robbed about 4 or 5 years ago, I think. My purse was cut off of my arm. Luckily I didn't have any money. But I don't know who did it. So I couldn't tell you whether it was a juvenile, or a man, or a woman because I never saw them. I was getting on the bus and I had packages. Somebody cut it off. But they didn't get anything. They got pictures and cards. They didn't get any money because I didn't have anything in my purse. But that is the only time that I have been victimized like that.

Mr. ROYBAL. But still you went through the experience.

Ms. GARCIA. The experience, yes. Because when I got on the bus—and the bus was already moving, all I had was the handles of my purse hanging in my hand. That was in Commerce. That was getting on the Commerce bus riding from K-Mart. We have a high rate of crime right over there in East Los Angeles.

Mr. HAMMERSCHMIDT. Just briefly, I want to thank Ms. Garcia for being here and to tell her that she has just reinforced what statistics show us all over the country—that juveniles are indeed responsible for a great part of the crime problem.

Ms. GARCIA. Another thing that I notice is that these juveniles carry with them guns and knives. I think there should be a law against this. Because I see many, many 15- and 17-years-olds with these weapons. One boy in a classroom had a gun, a .38, and he was only 13 years old. He had a loaded gun in a classroom.

Mr. HAMMERSCHMIDT. Thank you very much, Ms. Garcia.

Mr. ROYBAL. Thank you very much.

The next witness is Mildred Potovsky.

STATEMENT OF MILDRED POTOVSKY, MEMBER, LOS ANGELES CITY COUNCIL ON AGING

Ms. POTOVSKY. Honorable Congressman, Mr. Roybal, Mr. Hammerschmidt, I am on the Council on Aging to the Mayor from the Hollywood District, and I am on several committees in housing, health and nutrition, and long-term care. I could tell you thousands of stories, but in 5 minutes you cannot say everything.

I myself was held up a year ago. This was May 20. It was 7:30. It happened in our neighborhood, when I was leaving the temple. It was still daylight. I was with another friend. We were jumped from the back at the point of a knife. I had my purse and the purse was jerked out of my fingers. My fingers were broken. Of course, you cannot live with it all the time. But you have to see that this shouldn't happen in our streets, but it is happening every minute of the day.

I would like to see better secured communities.

Mr. ROYBAL. Ms. Potovsky, this happened on May 20, and, you say, around 7:30 in the evening.

Ms. POTOVSKY. Yes, 7:30. It was still daylight.

Mr. ROYBAL. You mentioned something about—was it a church that you were coming from?

Ms. POTOVSKY. I was coming out of the temple.

Mr. ROYBAL. Where is that located?

Ms. POTOVSKY. Hollywood Boulevard. Just a half a block from Hollywood Boulevard and Fuller Avenue.

Mr. ROYBAL. Were you hurt in any way?

Ms. POTOVSKY. Yes. I was hurt. My finger was broken. When I felt the knife here, I let go of the purse. What else can you do.

Mr. ROYBAL. In other words, what he did was approach you from behind with a knife in his hand and applied that knife to your throat.

Ms. POTOVSKY. That is right. And my friend, if she wouldn't have screamed, God knows what would have happened.

Mr. ROYBAL. But the friend that was with you did scream.

Ms. POTOVSKY. She screamed, "Fire," and people came out, and that saved my life.

Mr. ROYBAL. The man——

Ms. POTOVSKY. Two men, a 25-year-old and a 40-year-old.

Mr. ROYBAL. Were they ever apprehended by the police? Did the police catch them? Were they put in jail?

Ms. POTOVSKY. I don't know. No, not so far as I know.

Mr. ROYBAL. In other words, you don't know if they were caught?

Ms. POTOVSKY. No. I would know. The detective came up to the house and showed me pictures of them. I didn't identify anybody. I couldn't say who it was.

Mr. ROYBAL. In other words, it was very difficult for you to identify the individual since he approached you from behind.

Ms. POTOVSKY. No, no. He came from the front.

Mr. ROYBAL. I see. So you did see him.

Ms. POTOVSKY. Oh yes. Oh yes. I described him, how he looked and everything. But I don't think they were caught.

Mr. ROYBAL. That must have been a very frightening experience.

Ms. POTOVSKY. It was frightening, of course. It is a great fear. It is not only the fear, it is the insult. I was insulted, hurt that this should happen in our country, a free country. We walk to church. So why should this happen in a community? I live here. I am not a newcomer here. I have lived for 46 years in Los Angeles, and I have lived for 25 years in Hollywood. It shouldn't happen. That is an insult. It hurts. And we are afraid. It is fear. I am not a person to be afraid. I go wherever I have to go on the bus, in the streets. But in the evening, after 7 o'clock, I am afraid to go out. People are afraid to go in to pray on a Friday night. It is fear. I usually call the police. A policeman comes in a car. He goes by. He watches on Friday night. There is fear. When I ask people, "Why didn't you come to the temple," they say, "Are you kidding? I am afraid even with the car to go." Because people are being held up in the parking lot. The same evening I was held up, two other people were held up in the parking lot.

Mr. ROYBAL. On that same day?

Ms. POTOVSKY. On the same evening. Same time. The money was taken and the wallets were thrown in the gutter. My wallet was also thrown in the gutter.

Mr. ROYBAL. How much money did they take from you, Ms. Potovsky?

Ms. POTOVSKY. If he would have asked me for it, I would have given it to him with pleasure. It was not much. It was only $15.

Mr. ROYBAL. But nevertheless, $15 that you really needed. It was your money and there was no reason for him to take it.

Ms. POTOVSKY. That is right. Senior citizens don't have extra money now.

Mr. ROYBAL. That is correct.

Ms. POTOVSKY. There is great fear. I hope that the fear problem will be solved so that we can go out after 7 o'clock. We are afraid.

Mr. ROYBAL. Well, I think you have expressed the fear of senior citizens very well.

Mr. Hammerschmidt?

Ms. POTOVSKY. I interview hundreds of senior citizens. I speak to them in their organizations and clubs. I am also working on housing right now, for senior citizens.

Mr. HAMMERSCHMIDT. Mrs. Potovsky, we very much appreciate your coming across town to testify this morning.

Do you live in a neighborhood with mostly elderly people?

Ms. POTOVSKY. No.

Mr. HAMMERSCHMIDT. It is a mixed neighborhood?

Ms. POTOVSKY. Younger people, even if they are 40 years old or 30 years old, are afraid to go out.

Mr. HAMMERSCHMIDT. So fear pervades the entire neighborhood no matter what a resident's age is.

Well, thank you very much.

Ms. POTOVSKY. Thank you.

Mr. ROYBAL. Thank you, Ms. Potovsky.

The next witness is Mrs. Rostami. Is she present?

STATEMENT OF ANTONIA ROSTAMI, DIRECTOR, OUTREACH AND ESCORT PROGRAM, CITY OF LOS ANGELES, AND TEACHER OF SOCIAL PSYCHOLOGY, LOS ANGELES CITY SCHOOLS

Ms. ROSTAMI. Good morning, Congressman Roybal and Congressman Hammerschmidt. My name is Antonia Rostami and I am director of Outreach and Escort, which is a program funded by the area office on aging and administered through Los Angeles city schools.

The nature of my work, Outreach specifically, deals with canvassing the neighborhood door to door in search of elderly, isolated seniors in the neighborhoods of El Sereno, Boyle Heights, and Lincoln Heights.

Because of the nature of our work, we have encountered very immediate problems that perhaps haven't made the statistics yet. For instance, our work has been terribly hampered by the fact that, because of the great fear of being robbed, people have erected very large fences, sometimes with barbed wire, have put bars on the windows, and also have acquired very ferocious looking dogs. This tells us something

quite interesting. People are now spending money on dogs the size of German shepherds, and Doberman pinschers. Since money to feed the dog comes directly out of their meager allowance for food, this should give you some indication of the great fear of crime.

Oftentimes we are not allowed to even get inside the yard because of the dog. If we stay there long enough and the dog barks long enough, the lady or the gentleman will shout to us through the door, "What do you want?" et cetera. Oftentimes we will toss our card over the fence. Interestingly enough, this is often followed by a phone call to the office to verify the employment of the person who tossed the card, even though that person didn't even get to talk to them. Then they are invited to come back and the elderly person says, "Yes I will talk to you now that I know that you really belong to an organization and you are not just out to case the neighborhood."

They often will tell us that it seems like they have neighborhood spies, not to look out for their property but to find out when they are leaving the neighborhood. For instance, many of these people leave their homes to attend nutrition programs where they receive a lunch or a dinner. Inevitably it seems that this is the time when their homes are broken into.

Another interesting aspect that I really wish to emphasize, particularly because of the lack of people that are here to testify is that the elderly fail to report crime. In our particular neighborhoods we have minorities—Japanese American and Chinese. Contrary to statistics, we still have quite a few people of Jewish ancestry. It is predominantly Spanish American. We have asked them, "When you are robbed, do you report this to the police?" The answer is invariably no.

"Why don't you report it to the police?"

Two reasons. One, "I am afraid that if I report it to the police, somehow or other the police are going to notify Immigration."

We just can't make them understand that the police and Immigration do not work side by side. If they are here legally, of course, we will ask them, "Are you here legally?"

"Yes, of course I am."

"Then why are you afraid of Immigration?"

"Well, my neighbor down the block has lived here for 25 years or 20 years, and in coming to visit me they might find her," or a relative, et cetera.

So there is a great fear still for a different reason of the police.

Another reason is that the police will come in a police car and they are afraid that they will receive retaliation by gang members when they see that they have reported their crime, which is the reason why many did not show up today. I think your assistant, Congressman Roybal, can tell you that last Thursday we had a type of a rally where we invited neighborhood participants, members of a lot of senior citizens clubs to tell them about the hearing and to invite them to come. They came merely because it was held in a senior center. They expressed to us that they were afraid that the news media might cover the hearings, and that gang members and other unsavory characters in the neighborhood will spot them and their homes would be robbed or they would be mugged in the street. This sounds ridiculous, but it is their primary concern, and that is the reason why they are not here. We have quite a large turnout, and yet they are not all here.

Another problem we have encountered—another aspect, excuse me, of my work is Escort. In this escort program we provide transportation for the poor elderly for doctors appointments, shopping, et cetera. This is another kind of complaint that I have received. The program was funded for somewhere in the neighborhood of $14 to $16 thousand, to provide service for those three areas. If you have any idea of the size of the area—that is one indication of how underfunded we are.

The other problem is that the people who provide the escort service must provide part of their insurance and the full use of their car without compensation. Obviously we have a very difficult time obtaining people to provide the service for which we were funded.

Another problem, of course, is that even our drivers are afraid of getting mugged while they are ringing doorbells to escort these people to doctors appointments.

Another aspect of my position in the community is also as gerontology teacher for Garfield Community Adult School. I teach social psychology, and in my classes in social psychology we have discussed, for instance, psychological problems in aging—what sort of transition periods do you encounter? How do you change? One of the chief complaints in the class is how their life is tremendously affected by any type of a crime, whether it is fraud, mugging on the street, et cetera. I wish I could have brought my students to tell you themselves how much it has affected their lives. Not only will they not leave their homes but they will ask their children to take them to pick up something at the store or to pick up some medicine. They won't even venture a block away from their homes. This, of course, puts a great burden on their children and consequently family relations are strained.

Many of the other points that I wanted to talk about have been touched by Mr. Azarnoff. But this is just to give you an idea of some of the problems that are very current, day-to-day problems in our community. We have learned about them from ringing doorbells and interviewing people.

Thank you.

Mr. ROYBAL. Ms. Rostami, one of the new factors that has been presented is the fact that senior citizens are fearful of retaliation by community gangs. How widespread is that? Has there been any instance that you know where a community gang has retaliated against a particular person because the police came to the house?

Ms. ROSTAMI. Yes, I do know of several instances. It is really difficult to ascertain because you are not going to interview the gang members and say, "Did you do it?" But I do know people that have had graffiti painted on their house. They don't usually do this when they rob a house, but in instances where this happens, that is a pretty good indication that gangs have committed the robbery.

Another thing is interesting. For instance, at Fairmont Terrace, where I teach a psychology class, for the past 3 weeks another teacher, Irma Nunez, has tried to organize the community and work with the sheriff's department in the same area in crime prevention. Mr. Jackson, who manages the apartment house complex, refused to give permission to hold a meeting because he also feared retaliation by the gang. So now we have the problem of not being able to find a meeting place to talk about how to prevent crime or to get the sheriff's or LAPD department to tell us how to avoid crime unless the meeting

is held in a park. They usually will allow us the use of the park at night. I wouldn't go out at night much less a senior citizen going out at night. Where else can we meet? We have met illegally in class, not letting them know that this was the purpose.

Mr. ROYBAL. Now, the locale that you mentioned was denied you because of fear. Is that a privately owned building?

Ms. ROSTAMI. Yes. It is the Stovall Foundation, and it is privately owned. I am not exactly sure of the specifics.

Mr. ROYBAL. Well, isn't the Stovall Foundation a senior citizen home?

Ms. ROSTAMI. Yes. Exactly.

Mr. ROYBAL. And they were still reluctant to make that available to you?

Ms. ROSTAMI. Exactly. Not reluctant; they just said flatly no. We had to cancel the meeting.

Mr. ROYBAL. And that was because of fear of retaliation?

Ms. ROSTAMI. Exactly. That was the reason that was given. I could see his fear because there are quite a few gangs in that area and there have been quite a lot of crimes perpetrated on seniors that live there.

Mr. ROYBAL. Well, that is even more incredible because this is a senior citizen home. It is a facility that is made available to senior citizens. They have a complete senior citizen program.

Ms. ROSTAMI. Exactly.

Mr. ROYBAL. And still they refuse to let you have any space because of fear of retaliation.

Ms. ROSTAMI. Exactly. Well, in this case the meeting was going to be covered by channel 7. I think it was. We knew it was going to be covered. So it definitely was going to be in the news. And the director feared that this would bring on an unleash of violence.

Mr. ROYBAL. Well, do you think that the media sometimes unintentionally adds to this problem?

Ms. ROSTAMI. That is a difficult question to answer because it has two aspects. One, I think the media has helped us tremendously. For instance, in hearings of this nature and you have such poor attendance that you think that there really isn't that much of a problem because nobody is here to complain. However, the media does specific 10- or 15-minute spots and they interview people. They tell you how they feel. Then the public gets the idea that "Well, you know, the hearings don't really say anything because people really are fearful." So in that aspect they help us.

The other aspect, of course, is like everything else. The more attention that is paid to gang members, the more publicity they get for something that they have done, and the more they will do it.

It is very difficult to ascertain.

Mr. ROYBAL. Well, it seems to me that the more media help, the better the situation would be.

Ms. ROSTAMI. Right. I agree.

Mr. ROYBAL. And the more they cover hearings such as this and meetings such as the ones that you have described, and other problems pertaining to senior citizens, the stronger the movement will get. Because if we start giving in to the gangs in this community, they are going to take over completely.

Ms. ROSTAMI. Exactly.

Mr. ROYBAL. Well, I think the time has to come when we all will have to stand up and fight against this eventuality.

Ms. ROSTAMI. In this particular session, which a friend of mine organized, the people involved were the type that usually will not come out for any type of community effort. In classes and other sessions we have tried to instill the idea that if they allow themselves to live in fear, as you said, it will increase, and what is going to happen when their children get to be their age? This idea has suddenly awakened a lot of seniors. As long as no one is watched, and it seems like they are going to a nutrition class, they will participate. But at hearings of this nature, you won't get anyone to come.

Mr. ROYBAL. Mr. Hammerschmidt?

Mr. HAMMERSCHMIDT. Ms. Rostami, I missed hearing the name of the organization.

Ms. ROSTAMI. That I represent? I am with Outreach and Escort.

Mr. HAMMERSCHMIDT. Outreach and Escort. Is that a Government-funded entity?

Ms. ROSTAMI. Yes. It is funded by the Area Agency on Aging of the city of Los Angeles. Dr. Azarnoff is our director.

Mr. HAMMERSCHMIDT. Thank you.

Do you have any statistics on unreported crime from victims that you could furnish to this committee?

Ms. ROSTAMI. I couldn't furnish it today. However, I could do it now from the top of my head.

Mr. HAMMERSCHMIDT. I think that since you provide a door-to-door service and you have a very personal contact with elderly people it might be meaningful to this subcommittee. If you could supply it for the record, I know the chairman and the subcommittee would appreciate it very much.

Ms. ROSTAMI. Certainly. We could even do a couple of months' study for you and ask a specific question in our intake forms so that you would have a very current statistic.

Mr. HAMMERSCHMIDT. I think it would be very helpful. We receive this sort of information from various sources. You never quite know how reliable it is. It appears to me that your methodology would give us some valuable information in that area.

I wonder if there is any effort being made to teach the very serious nature of elderly crime victimization to young people. Is there some effort being made to make them realize the implications of acts that they might consider not serious at all?

Ms. ROSTAMI. Gerontology is a relatively new field. We are now beginning programs to help our elderly. But no, that has not been done.

I myself was going to teach a class to seniors in the west side. In fact, I did teach a class. It wasn't specifically what you have in mind but it was: How does it feel to be old? It was tremendously successful. Of course, I did it as a volunteer, and since I have to earn a living, I couldn't do it every year. But that is very difficult in this day and age of educational cutbacks. No, it isn't being done.

Mr. HAMMERSCHMIDT. Well, it just appears to me—speaking as a layman and not as a professional like yourself—that it would be a good idea if you had elderly people come in, and you had a group of 12-, 13-, 14-, and 15-year-old youngsters, and you said to them, "Now, look what happens to this person when she loses her purse. Look what

his income is," and so on. It seems like this is an area which needs to be addressed across this country in the educational system.

Ms. ROSTAMI. I think so. I think that the time will come when at least one can accustom oneself to the feelings of elderly people.

Mr. HAMMERSCHMIDT. Thank you very much.

Mr. ROYBAL. Thank you.

The next witness is Jay Glassman from the Los Angeles County Area Agency on Aging.

STATEMENT OF JAY GLASSMAN, DIRECTOR OF PLANNING, LOS ANGELES COUNTY DEPARTMENT OF SENIOR CITIZENS' AFFAIRS, AREA AGENCY ON AGING DIVISION

Mr. GLASSMAN. Congressman Roybal, Congressman Hammerschmidt, good morning. My name is Jay Glassman and I am director of planning with the Los Angeles County Department of Senior Citizens' Affairs, Area Agency on Aging Division.

I would like to welcome you gentlemen to the county of Los Angeles and devote some attention this morning to speaking for some of the 933,000 people 60 and over that live within Los Angeles County. Fifty-three percent of those 933,000 are covered by the Los Angeles County Area Agency on Aging.

My office has compiled some rather lengthy testimony. I think rather than take the time this morning to present all of it, I will submit it for the written record and cover the highlights of the testimony and enable you to hear from the people that are here from the community.

Mr. ROYBAL. Without objection, then, your entire testimony will be included in the record following your oral testimony.

If you will proceed and summarize, we will appreciate it.

Mr. GLASSMAN. Thank you, sir.

What I would like to do would be to basically brief you a little bit more on the Interagency Crime Prevention Task Force which the city of Los Angeles and the county participated in during 1975, and basically give you some of the reactions of what happened following that effort, and then get into the area of where we are going from here.

Basically, the task force was covered somewhat by Dr. Azarnoff in his testimony earlier this morning. But I would like to say that the prime coordinators of that effort were the city and county area agencies on aging, and the State consumer protection program of the attorney general's office.

What we found during this effort in which many local agencies participated, prominent among them being the LAPD and the Los Angeles County Sheriff's Department, was that without exception there was a tremendous degree of interest and willingness on the part of the agencies to participate in the program. I should say that this came with no additional tax revenues, and this was done within the existing budgets of the agencies that participated in the effort.

What we found when we conducted this effort was that victimization, as you have heard, can be either of a direct or an indirect nature. The fear generated by the indirect exposure to crime through rumor, police reports and media coverage can be as debilitating as the crime

itself. I think that some of these statistics that have come out regarding the rate of victimization on older persons, as contrasted with the remainder of the total population, can be a bit misleading. I know that I have read reports that say that the rates are higher among the elderly, and I have read contradictory reports which say that it is either the same or lower than the general other-age cohorts within the total population.

I think what is significant is the impact of the crime on the lifestyle of older persons. I think that if we get a little bit overly concerned with merely the rate of victimization, we are missing the boat, because we are running into a situation where people's lifestyles are being altered. It is an environmental issue. Their life space changes. They are afraid of going out at night, as you heard, and I am sure that is true in other parts of the country just as it is true here in Los Angeles.

We tried to place equal emphasis on combating the fear of crime as well as the incidence of crime. We went through a series of 10 workshops to get opinions from older people throughout the country. Then we followed the 10 community workshops with some training sessions for service providers who are actually working in direct contact. We tried to design the training program based on the concerns that were raised in the workshops.

Well, it was a pretty good program and it culminated in the month of February 1975 being declared Prevention of Crimes Against the Elderly Month by Mayor Bradley and the board of supervisors. We were also fortunate to have a good deal of media exposure. This was, again, a voluntary effort. KCET, the local outlet of National Educational Television, and also the Public Relations Society of America were both instrumental in helping us out with spreading the word on this program.

Mr. HAMMERSCHMIDT. Excuse me. Who participated in those workshops, Mr. Glassman?

Mr. GLASSMAN. The 10 workshops were basically for the community. We got word on them out through our various information and referral operations, title VII nutrition programs, senior centers and the like.

Following the 10 workshops we had a series of 5 regional training sessions for the service providers to give them materials which they could use with their people to give them techniques for crime prevention. Then following the training procedures we coordinated a central scheduling of events which we publicized through our information and referral network, and at that point involved the media so that we could get word on the events to as many people as we possibly could.

At any rate, the program was conducted throughout the month of February through March. Then an interesting thing happened, and rather an unfortunate thing. The crime prevention network of agencies lost its impetus at that point. I think one of the reasons was that this was kind of an effort above and beyond what the participating agencies were involved with. Without additional revenues or grant funds it became very difficult to continue the intensity of the effort beyond this media saturation campaign and training sessions and community workshops that I have mentioned.

We are attempting to turn that around right now. We are engaged very closely with the sheriff's department for the County of Los Ange-

les in preparing a proposal which will be a comprehensive look at crime prevention programs and some other areas. I would like to briefly get into the areas that are going to be covered in that proposal and then expand on the efforts that I have already outlined that took place in 1975.

This will be a joint effort, and I should say that an overall philosophy behind the proposal we are in the process of putting together now is that there seems to be somewhat of a lack of knowledge about what works and what doesn't work in the field of crime prevention. We are looking very closely at the evaluation component of this program. Essentially we are building several different modules into the program, each of which will be working in a separate area of Los Angeles County. We will be conducting a pretest and post-test evaluation design. In other words, we will be getting surveys out before the program is initiated—if it is funded, I should add—and we will take a look at some data following implementation of the project, and see what happens to the actual rate of crime and what happens to people's perceptions of crime. We will also see what happens in terms of their behavior, if there are changes in behavior as a result of the program.

Mr. ROYBAL. Have you already presented your proposal for this purpose?

Mr. GLASSMAN. No, sir, I haven't.

Mr. ROYBAL. In other words, this is a proposal in preparation.

Mr. GLASSMAN. That is right.

Mr. ROYBAL. When will it be presented?

Mr. GLASSMAN. We expect to have it completed within the next 6 to 8 weeks. We would like to submit it to the Administration on Aging for section 308 model projects funds, and LEAA for their consideration.

The sheriff's department will be working on several components. They will be doing a comprehensive data collection phase which will involve the use of older persons themselves to work with the various sheriff substations to find out the victimization rate of older people and to find out how elderly victimization problems are handled by the sheriff's department. Direct monitoring of law enforcement activities will be one component.

A second component would be a comprehensive escort program. We have found that the lack of escorts is one major reason why older people are not going out at night. As a matter of fact, given the fact that there is a pretty wide geographic disparity within Los Angeles County, many of them are fearful of going out during the day. We feel that a comprehensive escort program, in which the sheriff's department would link up with local school systems to try to enable young people to receive academic credit for working with older people, will be a major step in this direction. This will increase the efforts at escort that we have undertaken with title III, Older Americans Act funds, so far—but multiplied to a fantastic degree by involving a lot more people in the program.

The third area that the sheriffs are going to be involved in would be translating the concept of defensible space developed by Oscar Neuman. This concept involves certain planning strategies in the design of housing and the design of neighborhoods that can be either conducive to safety for older persons within a community, or can actually increase crime by creating more opportunities for persons

who tend to victimize older people. We intend to take some of the findings of Dr. Neuman and apply them here in Los Angeles, and try to come up with some design directives for housing programs in the future.

I am going over these rather briefly. Those are the sheriffs' components. I would like to now get into some of the areas that my department will be involved in in this program.

We will be designing a victim assistance program which will be somewhat similar to the one that Roy Azarnoff outlined for the city. A major concern of ours at this point is that it seems that in the criminal justice system there are too many levers available to the criminal to insure that his rights are represented, and all too few for the victim. We will be working with other agencies within Los Angeles, most prominently the Los Angeles Regional Criminal Justice Planning Organization, to try and bring about some changes in the processing of criminal cases and also to offer some counseling for the victims as well as direct assistance from the criminal justice planning people.

We are also going to be expanding our crime prevention program that we began in February basically using the network that we created through this program. There were about 300 agencies that participated in this program here in the Los Angeles County area. We will be linking them into a network through staff who will prepare a newsletter and current information in crime prevention. They will also conduct refresher courses on some of the crime prevention techniques that we were able to touch on during the course of our project, but which did not receive the full attention that they need to be given.

The last component that my department will be responsible for if this program is to be funded is the research component that I talked about. We would like to compare the various strategies that we use in this program, and find out which one works best in given geographic areas of the county. We intend to devote close attention to the evaluation of strategies of each of the components, and then complete a study at the end which would show the results.

I think that gives you a basic outline. I can refer you to the written testimony for further information.

COUNTY OF LOS ANGELES
DEPARTMENT OF SENIOR CITIZENS AFFAIRS
601 SOUTH KINGSLEY DRIVE
LOS ANGELES, CALIFORNIA 90005
385-4321

ROBERT C. MEDINA
DIRECTOR
CARMELLA J. BARNES
ASSISTANT DIRECTOR
LEON HARPER
ASSISTANT DIRECTOR

TESTIMONY SUBMITTED SEPTEMBER 18, 1976 TO THE SUB-COMMITTEE ON HOUSING AND CONSUMER INTERESTS OF THE U.S. HOUSE OF REPRESENTATIVES' SELECT COMMITTEE ON AGING DESCRIBING EFFORTS TO COMBAT ELDERLY CRIMINAL VICTIMIZATION

SUBMITTED BY THE LOS ANGELES COUNTY DEPARTMENT OF SENIOR CITIZENS AFFAIRS, AREA AGENCY ON AGING DIVISION

On behalf of Los Angeles County, the Department of Senior Citizens Affairs and 935,564 elderly persons who reside in the County, I would like to welcome you. I also wish to thank you for this opportunity to testify on a matter as serious and as prevalent as Crime Against the Elderly.

Los Angeles Interagency Task Force on Crime Against the Elderly

The evidence is mounting that older Americans constitute a unique class of crime victims and that crimes against the elderly can be dealt with most effectively when considered as a distinct category of criminal activity. To this end, in July, 1975, the Attorney General of the State of California called together concerned agencies in the Los Angeles area to discuss the problem of crime and the elderly. From this initial meeting, the Los Angeles County Interagency Task Force on Crime Against the Elderly was formed. Members of the Task Force included our agency, the Los Angeles County Area Agency on Aging, as well as the City Area Agency on Aging, Attorney General's Crime Prevention Unit, Los Angeles City Bureau of Consumer Affairs, L.A. County Sheriff's Dept., L.A. Police Dept., the Community Colleges, the California Dept. of Education, Los Angeles County District Attorney, Los Angeles City Attorney, Los Angeles County Public Administration/Public Guardian, California Department of Aging and representatives of local law enforcement agencies. No additional funds were obtained for this project. All participating agencies contributed staff time and material from within their existing resources. The need was apparent. The participants acknowledged the need for crime prevention information and agreed to meet it.

The Interagency Task Force acknowledged that victimization can be of either a direct or an indirect nature. Actual victimization rates of older people can be misleading if the impact of these crimes are taken into consideration. The fear generated by indirect exposure to crime (through rumor, police reports, and media coverage) can be as debilitating as the criminal activity itself. For this reason, the Interagency Task Force placed equal emphasis on combatting fear of crime in its "Crime Prevention for the Elderly" program.

After initially seeking input from elderly residents themselves at 10 community workshops, held at ten locations in various parts of the county, the Interagency Task Force designed an eight-hour intensive seminar program to train key personnel in crime prevention techniques. From the initial ten community workshops, we learned that types of crime causing concern for the elderly residents varied across Los Angeles County. While the elderly residents of one area voiced concern about street crime and crimes of violence, participants from other areas were more fearful of property crimes such as burglary. An effective crime prevention program must address these regional variations. With this in mind, staff from elderly nutrition projects, information and referral services, adult education programs and senior centers attended these intensive seminars over a two-month period. The individuals who were trained became members of the Crime Prevention Network, each member developing expertise in planning a crime prevention program for their respective elderly client group. Individual project topics included burglary prevention, victim assistance, crime prevention education, neighborhood involvement and strengthening as well as a program that dealt with crimes of violence. These initial efforts were augmented in the next phase of the project in which the Los Angeles County Board of Supervisors and the Mayor of the City of Los Angeles jointly proclaimed February, 1976 as "Prevention of Crimes Against the Elderly" month. An intensive media effort was undertaken to inform older persons of the project. KCET, the local affiliate of National Educational Television, provided invaluable support to the Interagency Task Force.

A Comprehensive Crime Prevention Approach

Response to the network concept by Crime Network Task Force members was extremely supportive. Many expressed interest in expanding the initial efforts to further combat crime and the associated anxiety. But lacking the necessary resources and staff time, the Crime Prevention Network lost its momentum. In order to revitalize, maintain and enlarge upon the Network concept, the Los Angeles County Area Agency on Aging and the Los Angeles County Sheriff's Department's Crime Prevention Unit have planned a comprehensive and coordinated crime prevention model program, with the intent of requesting Federal assistance. A primary component of this model project is the research component, that is, an evaluation process that will utilize statistics to provide data on the relative effectiveness of different programs. To date, we really do not know which crime prevention efforts are most effective.

The Sheriff's Department is developing program modules in areas such as crime data collection by age group (the Sheriff's Department currently does not record victimization rates by age), escort programs, and enlarging defensible space. Our department is developing a crime prevention education component and a victim assistance program to complement the efforts of the Sheriff's Department.

The comprehensive crime prevention program is necessary in order to extend the educational benefits of the Crime Prevention Network throughout the 78 cities in Los Angeles County. Five trained staff coordinators will develop educational programs and materials for in-home and street security. Because each of the coordinators will be assigned to just one of the five diverse supervisorial districts of the County, each will be able to address the unique needs of communities by considering their social, economic and cultural differences. The staff will serve as a catalyst to encourage ongoing community crime prevention projects such as safe home inspections conducted by seniors for seniors, burglary prevention, avoidance of street crimes, mass media educational programs, neighborhood involvement, bunco/fraud alerts, victim assistance, escort programs, consumer education, witness program as well as publishing a bi-monthly newsletter and annual crime prevention conference. The production and distribution of educational materials will be enhanced by augmenting our resource library of crime prevention programs, films, pamphlets, tapes, and lists of resource persons within the County. In this manner, the grant funds will be used as "seed money" to encourage further commitment of the energies of local agencies to reducing the incidence of crime among the aged and the accompanying fear of crime which alters the lifestyle of older persons by reducing their personal space.

In addition to these preventive efforts, elderly victims of crime will be addressed by another proposal. The Victim Assistance Program proposes to serve elderly victims of crime in a two-fold manner: (1) reduce the impact of crime committed against the elderly victim; (2) reduce the odds that the elderly victim will be victimized again. Most authorities agree that the elderly are more vulnerable when victimized and this program aims to alleviate the trauma and loss of these victims.

Within the Advocate component of this program volunteers will be trained to provide direct, ameliorative services, such as crisis intervention, transportation, and emergency food and clothing. If necessary, the victim will be assisted in navigating the criminal justice system and in applying for State indemnification (a lawyer can presently collect up to $500 for helping a client complete these forms). Older volunteers and persons who have previously been victims will be recruited as empathetic advocates in this program. To assure that the person is not victimized repeatedly, as is often the case, appropriate crime prevention techniques will be imparted to the victim.

The Community Outreach component will be involved in sensitizing law enforcement and criminal justice system personnel to the plight of elderly victims. A crime prevention resource library will be created and manuals will be produced for training agency persons who come in contact with elderly victims. Pamphlets on crime techniques and resources in the community for crime victims will also be printed. This component will have a preventative effect, and these training materials and program models will be disseminated nationwide. Coordination will be established and maintained with other crime prevention efforts in the County such as the Los Angeles City Area Agency on Aging's crime prevention program.

Evaluation will be a strong component of this program. Indicators to measure program success shall include reduction in the crime rate, reduction in repeated victimization of clients, and whether past clients are willing to volunteer to assist other victims.

If funded, this program will be subcontracted to an agency or organization in a selected target area in Los Angeles County. The model project will be monitored and evaluated by the Los Angeles County Area Agency on Aging. The combined cost for these programs is approximated at $600,000 per year. Application will be made to LEAA and Administration on Aging's Model Projects.

The national implications of these crime prevention model projects include the unique features of comprehensive coordination of efforts in this field to ascertain which strategies are effective and which are not. Research into the impact of crime, coupled with concrete ameliorative service, will address crime against the elderly in a holistic fashion and will serve as a national model for other communities concerned with crime against their aged population.

Recommendations

After extensive research into the prevention of crimes against the elderly, it became clear that great confusion exists as to which types of crime the elderly are most vulnerable and whether the elderly are victimized at a disproportionately higher rate when compared with other age groups.

On one hand, the FBI Crime Report of 1970 indicates that one-fifth of the murder victims in 1970 were in the 50 and over age category (Dominick, 1973). While a study recently completed in Houston indicates that when all crime categories are considered the elderly are not overly - victimized when compared with persons under 65 years of age. The aged are victims of robbery, swindling, purse snatching more frequently than the general population (Forsten and Kitchens, 1973, 52). In contrast to this report, Brostoff, et al. (1970), reported in a 1970 Washington D.C. study that older persons were disproportionately victimized. The elderly comprised 25% of the Capitol's population but were victims 32% of the time. In "The Five Largest Cities Study" (LEAA., 1974, 11-15), in which Los Angeles is included, the elderly (50 years and older) had the highest victimization rate for non-violent crimes such as larceny and burglary, but lower rates for the crimes of robbery, rape and assault.

Although the various authorities do not concur as to the actual rates and types of crime committed against the elderly, they seem to agree that the elderly are most vulnerable when victimized. Some of the characteristics that render them vulnerable are: low income; lack of transportation; diminished physical and sometimes mental capacity; loss of status and decreased personnel efficacy associated in the American culture with being old. They are victimized by most of the systems in society, so why not by the criminal?

What can be done toward solving this seemingly overwhelming problem? Recommendations from the Department of Senior Citizens Affairs include the following: collect data and statistics on the actual occurences of victimization, educate the elderly to the reality of crime in their neighborhood, employ a strong evaluation component in any crime prevention effort implemented; involve the elderly victim more positively in the criminal justice system, including the juvenile justice area; reform the criminal justice system to rehabilitate criminals instead of only compounding the problem. In the following paragraphs most of these suggestions will be further developed.

Elderly victim statistics for Los Angeles County were not included in this testimony because they do not exist. Our department, as mentioned earlier, works very closely with the L.A. County Sheriff's Office but the Sheriff was unable to provide us with age of victim data. Two years ago the Sheriff discontinued acquiring victim age due to complaints by victims that this information was unnecessary and extraneous. However, this gap has caused hardship in collecting hard statistical data on older victims - where they are and who they are. We also discovered that the Uniform Crime Report (UCR), published by the FBI, furnishes crime rate statistics for all categories, in all areas of the country. But the UCR contains no age breakdown of victims. We suggest every law enforcement agency keep such records for future crime prevention planning.

Victims of crimes should be involved more in our criminal justice system. Victims have few rights in contrast the criminal. Methods of elevating the importance of the victims in the criminal justice system include: establishing witness room, such as the one funded by LEAA in the Los Angeles County Criminal Courts Building. The witness can wait in this room to be called by the court, and a child care center is available; a victim impact report could be taken by

police for the judge's consideration in sentencing; the existing indemnification programs should be expanded to include victims of other than violent crimes; restitution programs such as the Offender Rehabilitation Program funded by the State of Georgia should be instituted. The persons involved in this restitution program are usually first time offenders of crime against property and usually serve three to six month sentences. The participants live in the restitutions centers and work in the community. They pay their salaries to the business manager who takes out room and board as well as compensation to the victim of the crimes. This system has several advantages which includes alleviation of institutionalization, reduced cost to the taxpayer, and reimbursement to the victim of the crime.

As a preventive measure the elderly community should be involved in the juvenile justice system. According to the National Crime Survey of 1970, (US Census), young male, high school dropouts who are unemployed are most likely to victimize the elderly. Involving the elderly in projects such as the youth diversion projects could be a fantastic intergenerational experience which will impress on the participating youths the adverse affects of crime on older persons.

Finally, no single crime program will be successful throughout the entire County. As we discovered in hearings conducted last year, Los Angeles County is as diverse in crime problems as it is in all other aspects. The program to prevent crime must be tailored to the wants and needs of the individual community. We believe there is no one right answer, but we hope some of the plans we have described this morning will, if implemented, offer a variety of solutions to the overall problem. Your committee's support and interest can be invaluable in these efforts to mount a comprehensive assault on crimes against the elderly.

Testimony prepared by Roxanne Killian, Steve Epstein and J.J. Glassman

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I would like to close my remarks with a concern that I have had with section 308 model projects funds that the Administration on Aging has administered for several years. These funds, as you know, are to be used for innovative approaches to problems in the field of aging. This is one of the prime sources that we are looking toward for the particular project that I have outlined this morning. A major concern that I have felt with the section 308 model projects money is that the dissemination component has been atrocious. These projects have been initiated throughout the country by the Administration on Aging, and as a practitioner working in the field of aging, I have received very few benefits from those studies. Now, I and others within my agency do have some contacts with people working in similar agencies throughout the country. That has been a fairly effective route to pursue. But I am aware that there is a national clearinghouse which is supposed to be undertaking this function of dissemination of information, and I think that it would be of great benefit to people working in the field of aging were the clearinghouse to be an effective instrument for this dissemination. If that is not an appropriate vehicle for the dissemination then I think there are others that could be explored, either through a national subcontract or through the National Council on Aging, or some of the other organizations that are very active in the field.

But I would like to say that our intent in designing this proposal is not only to find out what works best in Los Angeles but to be able to offer the experience of what we do here to some of the other 400-plus area agencies on aging that have been set up throughout the rest of the Nation, as well as to other organizations that are active in the field.

Mr. ROYBAL. How much money do you estimate will be needed to actually conduct the program in the manner which you have described?

Mr. GLASSMAN. We are estimating at this time that it would be approximately $600,000. That would include the dissemination component to the remainder.

Mr. ROYBAL. It would include that.

Mr. GLASSMAN. Yes.

Mr. ROYBAL. So then the complete program would be in the neighborhood of $600,000.

Mr. GLASSMAN. Yes, sir.

Mr. ROYBAL. How long would it take to complete your project?

Mr. GLASSMAN. We are envisioning a 3-year program.

Mr. ROYBAL. In other words, it would be $600,000 over a period of 3 years.

Mr. GLASSMAN. That is right.

Mr. ROYBAL. Thank you.

Now there is one other aspect I would like to have clarified, and that concerns the experience that you have had with the 10 workshops you have conducted. Were they well attended?

Mr. GLASSMAN. It varied. In several of the sessions we had an overflow crowd. We had more people than we could accommodate in the facilities that were donated. Several of the others were more sparsely attended. We basically did similar sorts of publicity and outreach for all 10.

I think that indicates some of the diversity within the Los Angeles area and it underscores why one single approach won't necessarily

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work to solve any problem, including crime prevention. That is one reason why we have designed this program to include several strategies.

Mr. ROYBAL. You probably heard testimony this morning to the effect that the reason that people are not here is because they were afraid to come. It is my understanding that the staff contacted every senior citizen club and organization and notified them of the hearings taking place. I felt a tone of disappointment on the part of the young lady who testified when she said that the reason that this place is not full is because senior citizens are afraid. Do you agree with that statement in general?

Mr. GLASSMAN. I think that is certainly one explanation. I think a second explanation is the fact that we are in the midst of a transit strike here in the Los Angeles area and there is no bus service available to people at the present time. I think that is probably a fairly significant factor in the turnout this morning.

Mr. ROYBAL. Yes. I was hoping to bring out the fact that there is a bus strike in Los Angeles. I would also like to reemphasize the fact that transportation for senior citizens is almost nonexistent. The Federal Government as a whole has done a poor job in making available transportation for senior citizens, including the dial-a-ride programs and the various other programs that are not sufficient, particularly in this area where so many senior citizens reside. You told the subcommittee that there were 733,000 senior citizens in the county.

Mr. GLASSMAN. It is 933,000.

Mr. ROYBAL. Excuse me, 933,000 senior citizens in the county. Well, in a hearing such as this one would expect, let us say, 500. The various factors that have been described are no doubt responsible for the lack of attendance here today. As you have indicated, fear is one of these factors.

Thank you. Mr. Hammerschmidt?

Mr. HAMMERSCHMIDT. Mr. Glassman, in this program that you have in mind, you plan to change perceptions and allay fears more than really attacking crime itself. Is that correct?

Mr. GLASSMAN. Well, I should say that our component definitely is slanted toward the reduction of fear. The sheriff's department component in this joint project would more directly address the rate of crime.

Mr. HAMMERSCHMIDT. How many Federal programs and agencies do you receive money from? Only the Office on Aging?

Mr. GLASSMAN. Well, no. We have several sources. We are funded in part by the LA County General Fund. The Older Americans Act provides us, through title III, with our Area Agency on Aging Division. We also operate with some Community Development Act funds, and we also have received some State moneys from the California Department of Aging.

Mr. HAMMERSCHMIDT. Do you use the RSVP program or any of the ACTION programs? Are they coordinated with your agency?

Mr. GLASSMAN. Very closely. As a matter of fact, we have a rather innovative legal services program in which we developed a joint working agreement with ACTION which resulted in the training of paralegals to work with legal service providers within Los Angeles County.

Mr. HAMMERSCHMIDT. I gather that in the workshops you have some paid staff people. Are the RSVP people plugged into that operation?

Mr. GLASSMAN. The workshops were basically part of the one-shot crime prevention campaign which culminated in February being crime prevention month for seniors. We did work with all senior organizations to basically involve as many local people as we possibly could.

Currently the workshops have not been continued. But we do work with RSVP and ACTION on other projects as well as crime prevention.

Mr. HAMMERSCHMIDT. There are many questions I could ask you because I know you are very knowledgeable in this field. I remember meeting you before over at Patriotic Hall when I was the guest of Congressman Roybal. But we also have many other witnesses. So I will forego any further questions. Thank you very much.

Mr. GLASSMAN. Thank you for the opportunity to testify.

Mr. ROYBAL. Thank you very much.

The next witness is Richard Sundeen who is assistant professor of the school of planning and urban studies at the University of Southern California.

Mr. SUNDEEN. Good morning. I am with the school of public administration now at the University of Southern California.

STATEMENT OF RICHARD SUNDEEN, ASSISTANT PROFESSOR, SCHOOL OF PUBLIC ADMINISTRATION, UNIVERSITY OF SOUTHERN CALIFORNIA

Mr. SUNDEEN. What I would like to do this morning is summarize for a few minutes the results of a study that was done by myself and my colleague, James Matthew, at Loyola University. It was in the social context and the consequences of fear of criminal victimization among the elderly. In a sense, this documents many of the statements that have been made more poignantly and eloquently by actual victims or older citizens of Los Angeles.

Our research interest was in the indirect victimization rather than the actual victimization of elderly. That is, we were concerned about the factors and the circumstances that are related to the anxiety about being a victim of a crime in determining some of the attitudinal or the behavioral consequences related to that concern. Toward that end, we interviewed older persons, 130 of them, in southern California, all of them 52 years and older. The average age was about 72. Fifty of them lived in a suburban retirement community and the other 84 lived in three urban areas, all within 10 miles of downtown or of the central city. Those persons were people who came to senior citizens clubs or centers similar to this one.

By comparing these two groups—the surburban and the urban groups—we hope to highlight the problems of indirect victimization faced by the low-income, older urban dweller. This is not to indict those who have greater wealth, but rather to point out the social needs and costs of those who are not as affluent.

Our findings indicate that the older urban person who possesses fewer economic and social resources that generally contribute to one's physical and psychic security has a pervasive fear of crime, particularly magnified at night. I think we have heard that several times today also.

Further, they appear to be more likely to take various low-cost measures to protect themselves and to fortify their homes. I believe that was pointed out earlier.

Understandably, they are more critical of the police and correctional systems, and more punitive toward offenders than are their counterparts in the retirement community.

Let me go into a little more detail about the resources, the fear of crime, safety precautions, and the attitudes toward the justice system of these two groups.

First, what were the differences between the two groups in terms of resources? The differences are striking. In economic terms, the majority of the central city residents had an annual income of $4,000 or less while nearly two-thirds of the retirement community had incomes in excess of $10,000.

Further, the urban group had greater limitations on their physical mobility as more were dependent upon public transportation or walking than the suburban group. Presumably that group is now more dependent only on walking during the strike. Not surprisingly, the urban group reported that while they go to fewer places per day, they are out of their houses for a greater average number of hours, presumably because of the time required for transportation. Again, the urban elderly are more vulnerable to street crime, since they are out on the streets more.

Also, in leaving their homes, two-thirds of the urban group limited travel to daylight hours only, as compared to one-fifth of the suburban group.

The social environment is the second resource that affects one's lifestyle and feeling of security, and may be drawn upon in the event of danger, emergency, or crisis. Like economic resources, the urban group had fewer of these personal and social supports than the suburban group. They were more likely to be living alone, less likely to expect that neighbors would call the police if they saw the individual being victimized, and less likely to feel a part of the community in which they reside. They were also less likely to feel that the community they lived in was a good community. Thus, in terms of the social context of their lives, we found a group of elderly persons who have comparatively few economic or social resources, all of which contribute to a sense of personal vulnerability and criminal victimization, as well as to other more general crises.

Second, what is the difference in the fear of criminal victimization among these two groups—the suburban and the urban older persons? The sense of vulnerability was also indicated by the respondents' perceived security of their immediate neighborhoods and the levels of fear expressed over certain kinds of crime. The urban residents felt less secure from criminal victimization in their immediate neighborhoods during the day and the evening than the suburban group. Their perception of safety at night was extremely low and probably contributes to their tendency to restrict travel to daytime only. In addition, the urban group showed a much higher fear of being robbed on the street, having their homes burglarized, having their cars stolen, and having consumer fraud perpetrated against them. Further, when we looked at the levels of fear of the four crimes within the urban group, the fear of being robbed on the street ranked the highest, and

the fear of burglary of their home ranked closely behind. That is, crimes against the person and the property crimes were the ones that were feared most.

Interestingly, when asked if other situations prompted a fear of criminal victimization, both groups, that is, the suburban and the urban groups, had similarly high scores on the scale that we were using which suggests that areas away from one's familiar turf or outside the protection of the security walls, in the case of the retirement community, are seen as potentially dangerous. So it may be that many older people, regardless of their economic resources, have a basic sense of vulnerability and insecurity with regard to criminal victimization.

Third, given the two groups' respective resources and the fear of criminal victimization, how do these groups cope with the environment that they perceive as either being safe or dangerous? Our investigation addressed this by asking what safety and security precautions had been taken out of concern for security and protection from crime. The individuals within the urban group averaged over twice as many precautions as those in the retirement community where a security system is one of the amenities purchased by the residents. Further, the urban group responded to potential victimization by having a larger proportion obtain whistles; install special locks in their homes; lock doors during the day even while they were at home; participate in the police identification programs which, incidentally, very few of them were even aware of; obtain weapons and especially stay home at night. I might add that many of these urban elderly have costs which outweigh the benefits. That is, to fortify your home and to lock yourself in can be quite expensive.

In contrast, the suburban community members were more likely to buy property theft insurance, which appears to be a function of their wealth and serves as a standby measure only if the community security system fails.

Fourth, how does each group perceive the formal criminal justice agencies and their practices? We found that the urban group tended to rate the effectiveness of the police and the correctional system—that is the prison and parole system—lower than did the suburban group, while the latter group was slightly more critical of the courts. However, when looking at how each sample ranked the respective agencies, both groups rated the police higher than any of the other agencies. Further, the urban group was more punitive in their attitudes concerning the role of prisons. They felt prisons should be more punitive and they advocated more stringent sentences for offenders of six different kinds of crimes against the person and property.

The summary picture that emerges is that the urban elderly which has fewer economic resources, fewer connections with individual or community support systems, perceptions of less community safety from criminal victimization during the day and evening, and lower estimates of the likelihood of being able to depend upon the informal and the formal networks of control and protection also has the greatest fear of being criminally victimized. In addition, those older persons who live in less protected environments, and especially older apartment areas, with fewer economic resources, are more likely to take their own low-cost, piecemeal security measures to fortify their dwellings.

As for policy implications, the findings seem to indicate the advisability of planning for subgroups of older persons according to their living arrangements and their resources. Also I think the findings pose a series of questions focusing on how low-income elderly, especially in the central cities, may be provided security and protection from criminal victimization. How can we provide them safe niches, secure places? For example, while age homogeneous communities for the elderly appear to be the most secure and free from fear, what are the implications for the social roles and the lifestyles of older persons? In other words, do we desire further age segregation in our society? Do we desire a segregation of youth from older people in our urban centers? Do the elderly desire this? Besides the need for more theoretical and empirical investigations into this area, research and discussions should be underway to address these and other policy issues.

Mr. ROYBAL. I would like to thank you for very excellent testimony. There are many questions that I, of course, would like to ask. But due to the lateness of the hour and since we would like to recess shortly to start a hearing in the southern part of the district, I will confine my questioning just to one point of clarification.

You pointed out that the urban and suburban problems were carefully studied and you concluded that the urban community is understandably more critical of the police and correctional systems. Will you clarify that statement, particularly the word "understandably"?

Mr. SUNDEEN. "Understandably" in the sense of if one has a fear of criminal victimization and if one assumes that there is a governmental body that is there for their protection, but they are not being protected, they feel shortchanged.

Mr. ROYBAL. Is that fear then due to the fact that police protection is much better in the suburban than in the urban areas?

Mr. SUNDEEN. I think that in the case that we did the study on, the answer is "yes." The suburban retirement community has its own 6-foot walls that surround the community, as well as its own private security system.

Mr. ROYBAL. It is also true then that the urban community is——

Mr. SUNDEEN. Not able to afford those kind of security measures.

Mr. ROYBAL. The urban elderly are not able to afford them. Therefore, they live in houses that are not as nice, not as large, not as well-protected as those that have a $10,000 a year or more income.

Mr. SUNDEEN. Yes, sir.

Mr. ROYBAL. Mr. Hammerschmidt?

Mr. HAMMERSCHMIDT. Dr. Sundeen, I want to thank you for your very fine testimony. It adds a great deal to our record.

I just want to comment on one of your suggestions concerning the advisability of planning for subgroups of older persons according to their living arrangements and resources. Evidently this is being proposed to be followed out in this community. The previous witnesses that we have heard here testified about this proposal.

Thank you very much.

Mr. SUNDEEN. Thank you.

Mr. ROYBAL. The next witness is Jennie Magdaleno. Please come forward, Ms. Magdaleno.

STATEMENT OF JENNIE MAGDALENO

Ms. MAGDALENO. I took the 28 bus to go to Goodrich. I was going to my daughter's house. She lives on Lewis Place. That is what they call the street. I had gone about half a block when somebody, this man, came. I thought it was a kid. He pulled my purse. But I thought it was some kids teasing me. But then he pulled harder and then I saw him run to the car. He had a car. I called for help but nobody came to help me.

So I went to my daughter's house and I told my daughter that they had snatched my purse. The boy that snatched my purse didn't look like a teenager. He looked like a college boy. He was tall and he had that bushy hair that they wear. I got so scared that I almost fainted. From then on I even had to go see the doctor. If I had diabetes before it didn't develop until that day. The doctor said I had high blood pressure and diabetes which I am still being treated for.

I want all the seniors to know that when they are walking on the street to be sure and look back. Because before you know it, you don't know who is going to snatch your purse.

That is one thing that I didn't do. I just kept on walking.

So that is all.

Mr. ROYBAL. Mrs. Magdaleno, at what time of the day did this happen?

Ms. MAGDALENO. It was around 3 o'clock.

Mr. ROYBAL. This was then in broad daylight, was it not?

Ms. MAGDALENO. Broad daylight. That is why I thought it was the kids that were teasing me, you know, pulling my purse.

Mr. ROYBAL. At the time that it happened, did you holler or yell? Did you ask for any help?

Ms. MAGDALENO. Yes. Right away I asked for help.

Mr. ROYBAL. But no one——

Ms. MAGDALENO. No one came out.

Mr. ROYBAL. Were there any people on the street at that time?

Ms. MAGDALENO. No. There was nobody.

Mr. ROYBAL. In other words, you were walking down the street all by yourself.

Ms. MAGDALENO. Yes.

Mr. ROYBAL. And this young man stopped his car and then snatched your purse.

Ms. MAGDALENO. There was somebody else on the curb, you know. I turned into Lewis Place. There were two men. One was driving the car and he was on Goodrich Boulevard. The other one ran toward me, grabbed my purse, and took it to the car and they both took off.

Mr. ROYBAL. Were you hurt in any way?

Ms. MAGDALENO. Well, I was hurt in the arm where I had my purse because I was pulled.

Mr. ROYBAL. But he didn't knock you down, did he?

Ms. MAGDALENO. No, he didn't.

Mr. ROYBAL. But he did hurt your arm at the time that he pulled the purse.

Ms. MAGDALENO. Yes. It hurt me for about a week. I couldn't even move it.

Mr. ROYBAL. How much money was in the purse?

Ms. MAGDALENO. I had $30 and my brandnew glasses. I had to wear some old glasses because I couldn't afford to buy new ones. I had paid over $100 for them.

Mr. ROYBAL. Well, that represents a tremendous loss, particularly the glasses, in addition to the $30.

Ms. MAGDALENO. Yes, sir.

Mr. ROYBAL. Are you on social security at the moment?

Ms. MAGDALENO. Social security, yes. I am a widow.

Mr. ROYBAL. So that means then that the $30 was money that you needed for groceries.

Ms. MAGDALENO. Yes. I was going to the market with my daughter. But before I got to her, they snatched my purse.

Mr. ROYBAL. Mr. Hammerschmidt?

Mr. HAMMERSCHMIDT. Ms. Magdaleno, I just want to thank you for appearing here before us as a witness. I think you know of Congressman Roybal's great concern in this area. He is becoming a very informed and knowledgeable expert in this field. He comes here from Washington just for these hearings on Saturday, and I know that he appreciates his constituency coming forward like this to be helpful to our subcommittee. I want to join in his appreciation.

Ms. MAGDALENO. Thank you, sir, for letting me talk.

Mr. ROYBAL. Thank you very much.

Jesus Hernandez, will you take the microphone, please?

STATEMENT OF JESUS HERNANDEZ, NATIONAL ORGANIZATION PRO SPANISH-SPEAKING ELDERLY

Mr. HERNANDEZ. Thank you, Congressmen Roybal and Hammerschmidt, for allowing me the opportunity to testify at this hearing.

I am here representing the National Association Pro Spanish-Speaking Elderly. Our organization is a relatively new organization. It was funded in 1975 by the Administration on Aging to research the cultural, psychological, and demographic needs of the Hispanic elderly. Our goal is to provide triple-A's and the State offices on aging with information on the characteristics of the Hispanic elderly. We have five offices across the country, and each of them covers a region of the United States. We are a nonprofit organization and we rely heavily on the membership to put up the activities necessary for our elderly.

A suspect, obviously, does not normally seek out victims according to race. But too often, unfortunately, it is by age. The main tenet for my reference here then is that the Hispanic elderly, when they are victimized, often face undue hardship because they are almost totally facing a new set of circumstances. Language and culture come into play, and somehow these elements do not allow the Hispanic elderly an equal chance to deal with crime and justice.

Ten percent of the American population, or 22 million people, are now over 65 years of age. Of these, over a million are of Spanish origin or descent. By the year 2000 this figure could conceivably increase to over 2 million. The proportion of the young to the elderly is increas-

, and anticipated breakthroughs in major killers like cancer and rt disease may swell the ranks of the elderly even more.

So the implications to the Hispanic elderly are simply that if efts are not made to increase the already limited supply of services the elderly, the Hispanic senior citizens should expect to get even benefits in the form of transportation, social security, education, ining, and so forth.

The elderly people are victims of violent crimes more than any other group. But the minority elderly are victims even more disprotionately to the rest of the elderly population. The Hispanic elderly ve become fearful of being victims to the point of virtually becom prisoners in their own homes. Isolation, caused by external forces h as widowhood, the death of friends, poverty, and physical and ntal handicaps, is difficult enough for them. But added to these are fear of crime which forces them to remain in their homes through the day and night. No matter how many precautions are taken to otect themselves in the home, still a significant percentage of the erly crimes occur within the home.

Why are the Hispanic elderly such likely victims of crime? The most dely accepted answer is that vandalism is more common in low-ine areas. The Hispanic elderly live in constant fear of danger m gangs, burglars, and professional swindlers who prey on their llibility.

After the crime has been committed, the Hispanic elderly suffer eat psychological consequences because of their inability to deal with situation effectively due to their distinct cultural and language difrences. In many cases the psychological consequences may require a nger recovery period than the actual physical injury. For the Hisnic elderly, things are very often never the same after a crime. ere is increased cynicism in and distrust of the law which is supposed protect them, and greater reluctance to take action against criminals o commit the crimes against them.

The elderly in general have very low incomes, and the incomes of Hispanic elderly are even lower. This factor serves to maintain this oup in ghettos and barrios where rents are cheaper. A low income o makes it too expensive to participate in the pursuit of justice. It w becomes very expensive to get to and from the courthouse, to re a lawyer even to wait outside, or to arrange for transportation. Furthermore, the Hispanic elderly are victimized by the willingness service groups to make visits in their Spanish community. There some exceptions, of course. But physicians, for example, have come extremely reluctant to practice in the crime areas. TV repairn, as an example, by not coming, further compound their isolan. The grocery store which will no longer deliver groceries promotes eteriorating health of the Hispanic elderly.

Spanish-speaking senior citizens face a unique situation. As members the largest minority in this country who have retained a culture d language that is distinct from the majority population, their oblems are multiplied. Communication becomes very difficult. Loans home improvement or to cover a recent theft are almost nonexistent. cial life is nonexistent.

The fact that there are no statistics on the more than 1 million Hisnic elderly is proof of an immediate need for legislation to promote

research on this population. With that in mind, I would like to make a few recommendations on behalf of the Asociacion National Pro Personas Mayores.

No. 1, I recommend that the Government allocate moneys immediately to develop new and expand existing programs for the purpose of researching the cultural and psychological peculiarities of the Hispanic elderly.

No. 2, that 24-hour bilingual social services, including protective services and public guardianships, be established for the purpose of encouraging more involvement in the Hispanic elderly community.

No. 3, that compensation for the elderly for costs associated with court cases such as travel and food, and for medical expenses for injuries resulting from crime, be allotted to the elderly.

No. 4, protection against reprisals from criminals through increased police protection.

No. 5, self-defense and survival education in both Spanish and in English should be provided.

No. 6, improved street lighting in high crime areas.

No. 7, removal of old and abandoned buildings which serve as hideouts for youth gangs and other criminal elements.

No. 8, community escort services.

No. 9, self-help programs. Older people can help protect themselves through voluntary action when security is not available.

No. 10, increased effort in the creation of block clubs or neighborhood organizations which deter crime and increase social activity among the Hispanic elderly.

In the area of consumer protection we support consumer education through multipurpose centers and counseling centers which are bilingual and culturally sensitive to the Hispanic elderly.

Professionals such as physicians, lawyers, social workers, et cetera, also need to be educated on the cultural and psychological characteristics of the Hispanic elderly.

We feel that urgent action on these matters is warranted because further delay could result in increased crimes on the Hispanic elderly.

Thank you.

Mr. ROYBAL. Mr. Hernandez, thank you very much, particularly for your recommendations. I was listening to every one of them. They make a great deal of sense. You can be assured that this subcommittee will carefully consider them and, no doubt, include some of them in a report that we will be making.

There was one recommendation that you made that I would like to have clarified. I don't remember what number it was, but you said something with regard to self-defense and survival education for the elderly. What does that mean, Mr. Hernandez?

Mr. HERNANDEZ. Well, this could cover many areas. Self-defense—there are basic techniques that the Hispanic elderly can learn that don't require strength, that don't require brute force or a specific weight of the person. Education in the form of how to prevent crimes in your household—certain locking devices, alarming devices and other protective services that the Hispanic elderly can avail themselves of should be made available to them. This information should be provided in both Spanish and in English.

Mr. ROYBAL. Well, I have been a karate student for many years and I do not advocate that karate be taught to senior citizens.

Mr. HERNANDEZ. Right. I wouldn't either. I would say that there are other devices put out in the market that may be of benefit to the Hispanic elderly.

Mr. ROYBAL. I thought what you meant by self-defense is that all senior citizens get into karate class. Well, in a situation, for example, that was described by one of the witnesses where the assailant had a knife at her throat, many of the even seven-degree black belts—which is not the highest in the world; nine is the highest—couldn't get away from a situation of that kind.

Mr. HERNANDEZ. No. In fact, I would advocate that when being confronted with a knife or some weapon like that, you really shouldn't resist at all unless you have special training that has been proven to be effective.

Mr. ROYBAL. Well, even with special training, karate is the basic defense of speed. I have noticed that I have slowed down since I became 39 years of age last week. You can't possibly keep up that speed. I am now 60 years of age, and I was much faster when I was 50, and much faster than that when I was 40 and 30. So I am glad that you agree with me that karate is not a so-called defense mechanism that should be taught to senior citizens.

Mr. HERNANDEZ. Probably not. I agree there.

Thank you very much.

Mr. ROYBAL. Thank you.

Mr. HAMMERSCHMIDT. You learn a lot when you participate in congressional hearings. I knew that Ed Roybal was a very outstanding Congressman in Washington. I knew he was an outstanding former city councilman of Los Angeles. But this is the first time I knew he was a karate expert.

Mr. ROYBAL. I am not an expert.

Mr. HAMMERSCHMIDT. Also, I always assumed he was 50. Today I learned he is 60. So you do learn a lot at hearings.

We appreciate your testimony very much.

Mr. HERNANDEZ. Thank you very much.

Mr. ROYBAL. Well, the record should show that I only admit to being 39.

The next witness is Helen Harris. Is Ms. Harris here? Mr. Hammerschmidt, Helen Harris is another activist in the community. Please proceed in any manner which you desire.

STATEMENT OF HELEN HARRIS

Ms. HARRIS. My name is Helen Harris. I am by no means here speaking for all the senior citizens in the black community where I live. But I am here to speak for quite a few that I talked to about some of the problems of crime in our community. They are frightened to death. They won't talk about it. Some I have helped. Some I have carried to the hospital and they refused to talk to the doctor about what happened.

There was a break-in just across the street of the home of a lady 107 years old, just about 2 weeks ago. They broke into her house. The only thing they took was her food, even the food that was cooked on the stove. They took everything out of her icebox, and she had a piggy-bank and they took that.

The seniors in my community are almost afraid to go to the store. They have always lived a good clean life, and have never been involved with the police. When the police come in, that is another enemy. The seniors think they will be arrested. Lots and lots of times the crime is not reported to anyone. Maybe the neighbors might know about it. You can't call the police for somebody that won't cooperate at all. They will tell you point blank, "Don't call nobody. Just forget it."

About 6 months ago a lady's arm was broken. Someone snatched her purse. She didn't give it up. Our teaching in the community with the seniors is: Don't hang on to anything. Just give it up. But on the spur of the moment like that there is a serious problem of knowing what to do and when. So this particular lady held onto her purse, and they didn't break her arm but they bruised it terribly. She refused to go to the doctor. She didn't go then and she hasn't been yet. Of course, she used hot salty water, Epsom salts and what have you; and it is OK as far as we know. But in years to come—she is already 65 years old—this problem will come back to her.

But petty crimes in our community are not always inflicted on senior citizens by teenagers, even though it is often thought that it is teenagers that are committing these crimes. These are young men and women who haven't had a job for over 6 months in their lives. They never stay on a job long enough to draw unemployment. They are out of a job and looking for another one. It is not because they don't want to work. They just can't pass the test. They graduated from high school. Many of them went to junior college. The only thing that will help this crime problem is to work on the unemployment problem. It is ridiculous to see the unemployed people hanging out on the street and sleeping on the benches in my area. These people have children. They are married.

I worked with youth this summer and I questioned them closely. I had 27 in my group. The only employed people in their homes were themselves. They were paying rent out of the Speedy(!) program money they were drawing. Many of them were graduated from high school, had scholarships to go to college, but didn't have enough money to supplement themselves to go along with the scholarship that was paying their way.

So I would like to say that most of the crime in my community is from the lack of a good distribution of goods and services, unemployment, and the lack of communication. Many of the seniors, especially the black ones in my community, refuse to join organizations which is a very protective thing you do find in large cities. They refuse to join organizations that they can somewhat be protected by—like everybody going to the store to shop together. They want to be individuals. They will get out their little shopping cart and go to the market themselves. This is very dangerous. I offer my services when I am not on my job. "Please call me, I will take you."

They say, "No, I can take care of myself. I have never been afraid to go where I want to go." They are unaware that the problem is serious out in the street.

On the 1st, the 2d, the 3d, and the 4th of the month, and on the 15th, it is very dangerous. The senior citizens are not getting their money. That is the day that they prey on them. They even take their shopping carts of groceries after they have bought them and

push it out of the store. They even highjack their groceries. The seniors go along just as quiet, and won't say anything. You see some fear in the faces: "Are you having a problem?"

"The young man took my food," they say very quietly. They refuse to say too much. They just go away.

The fear is so heavy you can almost cut it with a knife.

We have good police protection. You can't criticize that. They are there. They are almost there standing and waiting for a crime to happen. But it is not a police problem. It is a social problem. We have got to do something about it. The seniors out there are insecure; my whole community is insecure. We cannot have security for the seniors until we have security for the entire community.

[Applause.]

Mr. ROYBAL. Thank you.

Mr. HAMMERSCHMIDT. Ms. Harris, I want to add my thanks for that very disturbing but poignant story that you just told us. It is not lost on our hearing by any means. We very much appreciate your being here.

Ms. HARRIS. Thank you. Anytime you are in town, come down to 27th Street and I could show you a few things.

Mr. HAMMERSCHMIDT. Thank you.

Mr. ROYBAL. Ladies and gentlemen, this concludes the list of witnesses. We do have, however, some time and we would like to hear more testimony. However, we don't have time enough to hear each and every one of you. We will recess and then continue the hearing this afternoon at another site. We will, however, make it possible to proceed under a so-called 1-minute rule. In the Congress of the United States there is a 1-minute rule where any Member can get up for 1 minute and speak on any subject that he wants, and use that 1 minute to make a point.

Now, since it is already 12 o'clock, I will ask that you confine your remarks to 1 minute. There will be no questions asked. But take advantage of that 1 minute to make all the points you possibly can and want to make.

The first one that will be called is Francis Loya.

STATEMENT OF FRANCIS LOYA

Ms. LOYA. Good morning.

I was robbed at 28th and Workman Streets. But I was able to hold on to my purse. It was 11 o'clock in the morning. It happened in 1973. There were two young men in a car. So one got out of the car. I thought he was going to one of the residences there. So I moved toward the side of the street to give him his rights. So he turned back and pulled my purse. But I happened to hold on to my purse and scream as hard as I could. I was going to the bank to pay my bills, and I had some clothes with me to leave at the cleaner. So with both of my hands I held on to my purse, and I screamed as hard as I could.

So the other guy in the car said, "You might as well leave her alone. Everybody is watching us." So that is how I managed to save the money that I was going to use to pay my rent and pay the doctor bills. That is all.

Mr. ROYBAL. Thank you very much.

Next is Irma Nunez and she will be followed by Carlos Estrade, and then Augustin Hernandez.

Please proceed.

STATEMENT OF IRMA NUNEZ

Ms. NUNEZ. I am a teacher with Garfield Community Adult School and I work with their gerontology program. So I deal on a day-to-day basis with senior citizens. There are over 100 students at each site that I work at, and there is a core of students that I work with on a very intimate, personal basis where they come to me and confide in me since I am their teacher.

At one site, I started teaching an information class of community services and found that their main concern was crime. Many of them started telling me about situations where their home had been robbed three, four, five times—the same home. They have been beaten up in the elevator of the senior citizens building. Their checks have been robbed from them because they know when they cash their checks. They were really concerned about the situation.

We had a speaker come and he told them that what they should do is write letters about this problem if they really wanted some action. Then all of a sudden they all froze. They said, "We don't have problems. Nothing is wrong. There is no problem."

Ever since I discovered the situation I started pushing them and encouraging them to speak up. We ended up meeting with the community in City Terrace. We found that not only the senior citizens but the entire community—the church, the schools, the businessmen, the parents, the children—was concerned with the same problems. We ended up developing a proposal that we presented to Supervisor Edelman on crime prevention.

At first, the initial thing they wanted was more police protection with more patrol cars. When we met, we realized that that wasn't going to solve the problem because there is great intimidation between the sheriff's department and the gangs, which is a very definite threat. But then also, it is not only the youth. This is what we stress. There are a lot of people coming into the community who are professional swindlers and whatever. So we feel that the sheriff's department has to work on a very personal level with the community to develop crime prevention programs.

We presented a proposal, which we think would be a fantastic system throughout the community. But we want to start small—to have a neighborhood storefront office that was fully staffed with people who were chosen by the community so that the community feels that there are people who actually care, who want to be there, who aren't just there because it is their job, and who also are willing to work on a 40-hour basis. If they are paid 40 hours a week, that 40 hours a week is dedicated to that community in solving the deeply rooted problems of crime. More patrol cars is a superficial thing, and it may or may not solve the immediate problem. It doesn't seem to have solved anything. Crime is getting worse. But developing a program where they are working with the community, finding out what are the deeply rooted problems, and working with the youth is very important. If you have one person who is in charge of this problem which is of such

great magnitude, they are not going to be able to do anything even though they may want to. We want them to work with the community on a personal level. They have to contact the various community organizations and meet with them on a regular basis. They have to develop programs for the youth to get them involved in activities. Because in this particular area—and I think this is true throughout east Los Angeles and the country—the young are bored. There is nothing to do. There is nothing made available to them, especially in city areas. We had a panel where a witness testified that she was in charge of a park and that she wanted to, but could not, provide the facilities for children to be involved in activities because moneys were not allocated. The community says they want to work with the sheriff's department on a personal level. They want a foot patrol where the police officers say hello to the community and the community knows them and sees them every day, and they are not afraid to work with them.

My senior citizens—and I think all senior citizens—feel that before they are able to express their problems, they must be able to trust you. If they do not get to know you first on a personal level, they cannot talk to you on a more political level. They have to trust you and know that you care before they feel that you are going to really do something about their problems.

After we had this meeting with Edelman he said he was very impressed with the proposal. I can get a copy for you and have it sent to you or deliver it myself. He felt that this is something that really has to be done. But senior citizens want to feel as if their efforts are not in vain. Too many times they have tried. They are old. They are disgusted and fed up, because nobody has really tried to help them.

Mr. ROYBAL. We will appreciate having a copy of that proposal to be made part of the file.

Thank you very much.

The next witness—and again I would like to remind you that we are under the 1 minute rule—please proceed and identify yourself.

Mr. ESTRADE. Carlos Estrade.

STATEMENT OF CARLOS ESTRADE

Mr. ESTRADE. I will be a senior citizen very soon. I am 47 years old. However, I would like to say that I will be there before you will.

Mr. ROYBAL. May I remind you——

Mr. ESTRADE. You are taking my time, Congressman.

Mr. ROYBAL. No, on my time. I will remind the gentleman that the senior citizen age has already been lowered to 45.

Mr. ESTRADE. Oh. I am there already.

I would like to mention that the most important thing that I am concerned with is the fact that I will be a senior citizen very soon. I am very concerned with what is going to happen.

First of all, our neighborhoods are deteriorating at a rapid pace. What will happen next? Forced redevelopment and possibly relocation by those of us that are left behind.

We have had juvenile problems in the past, and we know that the juveniles are the ones that are causing most of the problems as far

as senior citizens are concerned. We have them now, and by the looks of things we will have them when I am a senior citizen waiting to be a victim. That is a negative thought, but I am afraid that is a fact.

I would like to believe that our elected officials are doing something about that now because I am really frightened for when I will be a senior citizen.

Thank you very much.

Mr. ROYBAL. Thank you, Mr. Estrade.

The next witness is Augustin Hernandez. Is he present? Will you proceed?

STATEMENT OF AUGUSTIN HERNANDEZ

Mr. HERNANDEZ. I hope you are not counting my minute since I got up from my chair.

Mr. ROYBAL. No, your minute will start now.

Mr. HERNANDEZ. All right. Honorable Congressman, officers of Los Angeles, and senior citizens of Lincoln Heights and elsewhere, my name is Augustin Hernandez. I am sorry that Mrs. Hernandez is not here to speak for herself because she has been the victim of two crimes. She is not the type who likes to speak in public. Although if Mr. Roybal remembers, she sure likes to dance. We were together last fall at one of the hotels for the crippled children.

Mr. ROYBAL. I think you might add that we danced together.

Mr. HERNANDEZ. Yes.

Anyway, I am going to go back 6 years, just before I lost my eyesight, because at that time I lost my car right in front of my little beauty salon. That was our first terrible experience. They found the car several days later but, to my surprise, it didn't matter then because I had lost my eyesight within 2 weeks and I couldn't drive anymore.

Then, as I said, Mrs. Hernandez has been robbed twice. Once she was robbed coming from the beauty salon. She had her bags in her arms and her purse hanging on her left or right arm. Someone from behind cut her purse. There was a car waiting, as we understand, in the driveway and they were gone. She was robbed again while waiting in line for the bus. She always carries her fare in her hand so she doesn't have to open her purse. But unfortunately when she sat down she noticed her purse was open and her wallet was gone. She told the bus driver but the bus driver couldn't do a thing about it. She knew that the robber was in the bus, but nothing was done. Later we received a phone call that her wallet was found on the No. 7 bus, which is far from where she had lost it. Anyway, we went and picked it up, and she repossessed her important papers.

Our next terrible experience happened just a few months ago. We live right across the street from here, and we have bars on our windows. It doesn't look like a home; it looks like a jail. It's too bad that we have to have that. She wanted to return to New Mexico, where we are from, after her last bad experience. But our brothers from New Mexico wrote and told us, "Don't come here because crime is worse in New Mexico," so we are staying here.

Ladies and gentlemen, I hope and pray that none of you will experience all these terrible experiences that we have experienced in the last 5 years. They entered our home and ransacked it, and took some of our possessions.

For a man that doesn't see too much money, and his wife helps to pay expenses, it is too bad we have to lose this kind of money and have this kind of experience.

I say again, may God bless you that you don't experience all these bad things.

Thank you.

Mr. ROYBAL. Thank you, sir. Thank you very much.

The final witness will be Frances Devine.

STATEMENT BY FRANCES DEVINE

Mrs. DEVINE. Thank you, Chairman and Congressman.

To make this short and sweet, I live in apartment 2. I was a victim November 11, 1974. That was 2 years ago. I went downtown to see about my taxes. Then I went shopping from there. I did my shopping. I bought a purse. I came home. I got on a bus. This is a little different experience from the others that have been mentioned here. You can't even go downtown and shop. So I got on a bus and got off: I used to take my car to my bus line—I live only 5 blocks from it. But they say exercise is good for you as you get older. So therefore, I left the car home and I walked home. I got off the bus and walked home.

I soon found out that four teenage girls followed me. One creeped up on me after a block and a half from the bus. One struck me over the head and split my head. I had to get five stitches and go to the hospital.

I screamed for help. All four ran. The neighbors saw it. A witness saw it through a window. Another party came out and called the police department. Action was taken in a hurry. The police department did a good job. I screamed for help. I had nothing in my hand, but I was holding my hand over my head. The blood was streaming like a water fountain.

Three men came out of a house and chased these four teenage girls. I did what was right. I was petrified when I was hit over the head. I stood there. She grabbed my purse. She grabbed my other purse that I had bought. The neighbors chased the girls. They threw the two purses down. I recovered the two purses, but my wallet was taken. I found myself in the hospital.

I have been very frightened. I had nightmares for a month. I didn't recover my wallet. My clothes were all ruined and so forth.

I was told to report it to the State. I called up at first, but I really didn't get good information over the phone. They weren't nice. She seemed like she knew nothing about it. The cop drew a circle—I have got it here in my purse—where to call. She wasn't very cooperative. She wouldn't give me any information. I was still under nervous strain. I was nervous and couldn't get any sleep. So I gave up. I was frightened. I couldn't do anything. It was a frightening experience. So I didn't go file that with the State. I never recovered anything. I lost my wallet. My clothes were all ruined and so were my purse and earrings, and so forth. But the nightmares you get are really frightening.

So the police don't have to tell me. When I shop now, and walk down the street, every 5 minutes I turn and see who is following me. I am frightened. This happened at 3 o'clock in the afternoon. So it is

quite an experience for you. Once you have it, then you know what it is like.

That is why I came here today to tell you my experience.

Mr. ROYBAL. We thank you very much, Mrs. Devine, for appearing before the committee and telling us of your experience.

What we have heard this morning, ladies and gentlemen, is just a little sample of what is going on throughout the country. We have had hearings elsewhere, and the same story is repeated almost verbatim. Too many have had this experience. It is the intent of this subcommittee to make the proper recommendations, hoping that something can be done about this overall problem.

I wish to thank not only Mrs. Devine, but to thank each and every one of you for being present. I had hoped that this place would be full. But the testimony that has been presented is sufficient for us to at least be able to determine that there is a definite trend existing in the Nation in the victimization of senior citizens, and that something has to be done. You can be assured that we on this subcommittee, even though we are not a legislative committee, can make recommendations to the Congress of the United States. We can assure you also that whatever we do, we will do collectively, whether we are Republicans or Democrats. I have never worked on a committee before where there has been this much cooperation. Both sides want to do something and we will continue with that effort.

I thank you very much for your presence.

Mrs. DEVINE. May I add one thing, just shortly.

Mr. ROYBAL. Very shortly, because we have a hearing this afternoon. The time we take here takes away from the other one.

Mrs. DEVINE. I am sorry. I cancelled my appointment—delayed it—and I have to go. It is making me nervous because I already cancelled it at 1 o'clock and I have got a sister that is waiting for me.

I want to say that I testified and the other three I didn't identify because I was petrified. But Mr. Roybal and Congressman, I want to say I think we ought to do something about going to court. That is the big problem. I was subpenaed five times. You go there, back and forth and all that, and you have to lose. My husband had a job and he lost half a day, and it made him nervous because he had to be at work. He had to turn the water off, and it was making him nervous. Each time I was frightened to go home because I thought I would be attacked. So my husband would pay a fellow to go with me to court each time. So therefore, the court should do a little bit more to speed up things.

Thank you.

Mr. HAMMERSCHMIDT. Let me add my appreciation to that of our chairman to all the witnesses that have been here this morning. Thank you so much.

Mr. ROYBAL. The hearing will recess until 2:30 this afternoon at the Stella Maris Center in Los Angeles. Thank you.

[Whereupon, at 12:30 p.m., Saturday, September 18, 1976, the hearing recessed to reconvene at 2:30 p.m. that same day at another location.]

AFTERNOON SESSION

Mr. ROYBAL. Gentlemen, the subcommittee meeting will come to order.

As you know, this is the Subcommittee on Housing and Consumer Interests of the House of Representatives. Our subcommittee has jurisdiction over housing, property tax relief, consumer problems, legal services, fraud and other crimes.

Today, our inquiry will focus on crime committed against the elderly. We had a very sad experience this morning of sitting through at least 2½ hours of testimony from senior citizens who had been victimized. What we heard this morning we have heard in other parts of the country, and we can see that there is a pattern. Senior citizens are attacked; their purses are snatched. Many are beaten up, and we sincerely hope that this subcommittee will find a way in which we can help eliminate that problem.

We had envisioned for a long time a situation where police departments throughout the United States may have, as they do now, a juvenile officer. They should also have an officer whose duty is to take care of the problems of senior citizens. As we look into this matter, we will be asking the opinion of experts, to try to determine what we should be recommending.

I would like to acknowledge the presence of my colleague, Congressman John Paul Hammerschmidt, from the great State of Arkansas. I am proud to say that Mr. Hammerschmidt has been one of the leaders on the Republican side who has fought for better funding of programs to assist senior citizens. May I also say that he is one of the leaders on the Republican side that has gained not only the respect of his fellow Republicans, but of Democrats as well. We work together to try to do a good job for senior citizens. As a result of that cooperation, this committee recommended, and was able to get through the Congress of the United States, an appropriation of $3.3 billion to be used for problems related to senior citizen affairs.

We are making progress, but from what we heard this morning, that progress is not sufficient. Again, I would like to repeat that Congressman Hammerschmidt has been most cooperative, is most interested, and without his help, this subcommittee would not have had the impact that it has had up to the present.

May I present to you then Congressman Hammerschmidt from the State of Arkansas.

Mr. HAMMERSCHMIDT. Thank you very much, Mr. Chairman. Of course, I am delighted to be in the 25th Congressional District of California, the district of my good friend, Ed Roybal, one of the most effective Members of Congress. I won't repeat too much of what Ed just told you, but we were here a year ago looking at housing problems of the elderly. Since that time, $3.3 billion has been appropriated for housing for the elderly to be utilized over the next 3 years across the country. Then funding for the Older Americans Act was increased by $24.5 million, and for the first time, funds were appropriated for the construction of senior centers. Ed Roybal was very instrumental in the passage of all this legislation. Of course, he serves on another very key committee, the Appropriations subcommittee, that deals in matters of health, education and welfare.

He has also devoted a great proportion of his time to just sensitizing other Members of Congress to the needs of the elderly, particularly the minority elderly, who indeed deserve representation in government.

I thought we had a very good meeting, and we had some fine witnesses this morning over at Lincoln Heights. We are here this afternoon to probe a specific issue, as Ed pointed out—the problem of crime against the elderly.

We, in Washington, have to know what is happening in communities throughout the country, and we are here this morning and this afternoon so that you can share your experiences with us.

Many of you have ideas and recommendations and perhaps solutions to some of these problems. We therefore turn to you to listen and to learn and to work together with you for change.

Thank you very much.

Mr. ROYBAL. I thank the gentleman from Arkansas.

Ladies and gentlemen, the first witness this afternoon will be Sgt. John Wolfe of the Los Angeles Police Department. Will the sergeant please come forward and proceed in any manner in which he may desire.

STATEMENT OF SGT. JOHN WOLFE, CRIME PREVENTION SECTION, LOS ANGELES POLICE DEPARTMENT

Sergeant WOLFE. Thank you, Congressman Roybal and Congressman Hammerschmidt. On behalf of Chief Edward M. Davis, of the Los Angeles Police Department, we welcome the opportunity to participate in your subcommittee hearing today.

I have prepared a statement on behalf of the police department that I would like to read for the record.

Mr. ROYBAL. Will you please proceed.

Sergeant WOLFE. Being a victim of a crime is probably the most traumatic experience a citizen in this or any other city can experience. But no citizen is more affected or traumatized than when a crime is committed against a senior citizen. Yet more than 25 percent of the crimes against property committed in Los Angeles are committed against seniors. The reasons for this are many. In this report, we hope to illuminate these reasons and what the Los Angeles Police Department is doing to rescue the senior citizens from their plight.

The criminal is aware that the senior is no physical match for them. Their age has weakened their eyesight, their reflexes are slower, and their ability to recall has lessened with age.

As a result of these handicaps, the senior citizen is an easy target. There is an increase in vulnerability to physical injury as one ages, and the senior is unable to physically ward off an attack by a younger person. Thus, an older person, when attacked, is more likely to suffer greater injury than a younger victim.

The fear of becoming the victim of a violent crime, with all the pain and trauma involved, is great enough to keep many elderly at home behind locked doors and windows. This seriously limits their ability to participate in community and social activities.

After being victimized, seniors often isolate themselves even more. Many do not report or prosecute their crimes out of fear of reprisal from the criminal.

Many seniors depend wholly on their social security checks to maintain their existence. When their check is stolen in a purse snatch or a street robbery, many must do without necessities until their next check arrives.

A robbery or burglary of $25 can mean much more to an individual who depends on a fixed income. Expenses incurred as a result of a crime, such as ambulance service, medical bills, and repair and replacement costs, may have an extremely heavy impact on the older victim.

Through our experiences, we have found many seniors who live in homes so poorly secured that their homes or apartments are virtual cracker boxes to the would-be burglar. They do not have financial resources to pay for these proper security devices.

Because of their limited income and physical handicaps, many seniors are unable to own or drive vehicles. They must walk or travel by public transportation. This increases their exposure to the criminal element and makes them more vulnerable to street crimes.

Dealing with senior citizens presents special problems to the police department. When officers arrive on the scene, the victim is often so emotionally upset and disoriented that acquiring key facts or evidence is more difficult. The victim, in a state of shock, is unable to give the officer sufficient information to enable him to render assistance at that point. They often cannot tell the officer where they are, or even where they live. They cannot tell the officer what happened to them or what the suspect looked like.

Officers are trained, therefore, to broadcast initial information to responding units, to aid them in their search for suspects in adjacent areas. Because of the time involved in receiving this information from the victim, this broadcast is delayed, and the suspect is able to escape.

Senior victims often require medical treatment, either at the scene, or after being transported to emergency medical facilities. In-depth interviews must wait until the victim has received proper medical treatment. Days may pass before the victim becomes able to relate the facts surrounding the crime.

After the field officers have completed their reports, it then becomes the responsibility of the department investigators to conduct the follow-up investigation. Sometimes the reports are incomplete because of the physical or emotional state of the victims at the time the report was taken.

Due to the age of the victim, it is often impossible for the victim to render a good description of the suspect. When officers apprehend a suspect, it is difficult to positively identify him.

When cases go to court, it is often necessary for investigators to transport the victims to and from court. With our present court system, cases are usually continued and prolonged for indefinite periods of time. With the passage of time, then, the credibility of the victim can become lessened if a poor memory can be proved. In these cases, the suspect often goes free.

Efforts to resolve these problems are widespread in our department. Academy training teaches our officers preliminary investigation techniques which enable them to acquire much information through proper questioning. This enables them to file as complete a report as possible.

When dealing with senior victims, patience and understanding must be carefully exercised. Officers are taught that although apprehension is an important aspect of police work, preventing the crime before the fact is of equal importance.

Although law enforcement plays the primary role in reducing crime, it is important to realize that we cannot look toward law enforcement

to take total responsibility for minimizing the effects of this dreadful cancer in our society. Citizens must understand that in this country, the people are the police and the police are the people, and therefore, it is incumbent upon every citizen to share in that responsibility for the prevention of crime in our community.

With this thought in mind, Chief Edward M. Davis instituted the basic car plan in June of 1969. This program was designed to span the communication gap between the citizens of Los Angeles and the police.

The concept of the program is very simple. We assign teams of officers to patrol a given sector of the city on a 24-hour basis. These officers contact citizens residing in this area and organize meetings with these citizens once a month at a given location.

For the first time since policemen stopped walking footbeats, because of economic and budgetary problems, the faceless uniform has now taken a personality and a name. Citizens were able to meet and discuss crime problems with field officers and were able to receive advice on how to solve these problems. Because of the success of this program, Los Angeles citizens became more involved in crime prevention.

On June 1, 1971, the Los Angeles Police Department initiated the neighborhood watch program, which, by the way, has gained national priority, since it has been adopted as an official program of the National Sheriffs Association. The neighborhood watch program organizes the citizens of a neighborhood into a more localized meeting group to discuss crime prevention.

Neighbors often meet for the first time at these meetings and find that they have similar problems. They not only become more familiar with each other, but with the criminals in that particular neighborhood.

Crime prevention presentations have been prepared to teach the citizens what to do to protect themselves from the criminals. They are shown slides and movies and given instruction on personal and home security. Citizens are elected to maintain the groups and lead them toward responsible solutions for their problems. Brochures and pamphlets on crime prevention are distributed to citizens at all of these meetings. Neighborhood watch window decals are displayed in conspicuous places on homes to notify the criminal that the neighborhood is united in its crime prevention efforts.

Operation identification is another facet of the neighborhood watch program. This simply entails recording all serial numbers of personal property and keeping the record in a safe place. Then all valuable property is engraved or marked with the citizen's California driver's license, because that number is compatible with the state's criminal record computer network. Citizens are then given window stickers and decals to warn the burgler that the property is marked for identification.

Due to the rapport developed between citizens and police as a result of these programs, more citizens are reporting more crimes more accurately. This makes it easier for officers and investigators to compile information which would lead to the apprehension of suspects. Calls for services have increased and more suspects have been apprehended in the commission of crimes because observant neighbors have been able to communicate better with their neighborhood police.

Our "Lady Beware" presentation has become one of the most popular crime-prevention programs for women in the city. The film "Lady Beware" has been viewed by thousands of men and women and is well received in all areas of the city. This film demonstrates many techniques women can use to protect themselves while alone in the streets, as well as in their homes. This film is instrumental in enabling all the citizens of Los Angeles to travel the streets of the city day or night with a greater feeling of security.

"Senior Power" is a newer film designed specifically for senior citizens. It is a tremendous aid in helping the police educate the elderly in crime prevention techniques. In addition, we have just completed an audiovisual presentation entitled "Crime Against the Elderly," which deals with bunco schemes involving elderly victims.

Our department is now embarking on a new program designed specifically to involve senior citizens in crime prevention. The program is called the senior deputy auxiliary police. The members of this organization will receive training by the Los Angeles Police Department in crime prevention and membership cards which will affiliate them with the Department.

After training, these seniors will be sent to their senior citizen clubs and organizations to recruit additional seniors and to educate other elderly citizens. As the trainees grow in numbers, so will their involvement in community crime-prevention efforts.

These programs were designed not for the purpose of producing happy victims, but rather to lay the foundation for a genuine citizen's movement, whereby a united community can take action in an area vital to the maintenance of safer city streets.

These programs will have a definite resistance and preventive effect if the elderly and the victims of any age realize that they are not alone in their efforts to reduce crime.

If the ordeal of crime prevention can be made less strenuous for the elderly victim, if their fears and confusion concerning crime prevention can be allayed by counseling and advice, and if they can begin to see more positive results in the reduction of crime, the elderly victim will be more willing to cooperate fully and make the efforts necessary for a more successful crime prevention program.

Thank you.

Mr. ROYBAL. Sergeant, I thank you very much for your very excellent testimony. I would like to have some questions answered, more for the purpose of clarifying points than anything else.

I was interested in your description of the basic car plan, including what it entails and what it does. I understood you to say that there are teams of officers that go out in a patrol car on a 24-hour basis, and they concentrate their efforts in areas where there is a great proportion of senior citizens. Is that correct?

Sergeant WOLFE. That is correct, Congressman. We have had this basic car plan since 1969, but that was the very first attempt we made in this department to bring the cop closer to the community. Since then, we have developed the neighborhood watch, and also we are now involved in a team policing concept, where the officer becomes even more familiar with the community people.

The officer is now held responsible and accountable for the crime problems that occur in his particular area, with 26 policemen now

assigned to each team. We have 65 teams throughout the city, and these teams all work with the community in direct relationship with the problem at hand, whether it is a young part of the community or whether it has a heavy concentration of senior citizens.

Mr. ROYBAL. It is my understanding that the basic car plan was not originally designed to work closely with the community, but that subsequent to that innovation, the neighborhood watch program came into effect. It is designed to work very closely with the senior citizen community. Am I understanding it correctly, or would you make that clarification, if you will?

Sergeant WOLFE. Congressman, the basic car plan was the very first effort that our department engaged in in this whole area of crime prevention—to get the policeman out of the station, to get him on the street, and to get him talking with the people. That was our first effort.

From that original concept, we developed neighborhood watch, and we are now in this team policing concept with neighborhood watch. It is a very vital part of our team policing effort.

Mr. ROYBAL. Does that mean that field officers are actually assigned to work with clubs?

Sergeant WOLFE. Yes; clubs and organizations of all kinds, including schools, church groups, and private organizations, such as Kiwanis and the Rotary Club.

Mr. ROYBAL. All right. Now, how many officers are involved in the neighborhood watch program at the moment?

Sergeant WOLFE. All of our officers that put on a uniform, and all of the officers that investigate crimes, including our detectives and our traffic units and our specialized investigation teams divisions—the robbery, homicide, bunco-forgery divisions. Virtually 90 percent of the entire police department is devoted to the neighborhood watch concept and team policing.

Mr. ROYBAL. All right. The neighborhood watch concept, then, is not really geared to the problems of the senior citizen. But as the name indicates it is the neighborhood watch program, where everything is taken into consideration.

Sergeant WOLFE. That is correct.

Mr. ROYBAL. All right. Now, do you have a program within the police department that devotes its time strictly to senior citizens' problems and senior citizen participation?

Sergeant WOLFE. Yes; we do.

Mr. ROYBAL. What is that program?

Sergeant WOLFE. That program is the senior deputy auxiliary police.

Mr. ROYBAL. Will you describe the operation of that?

Sergeant WOLFE. All right. The operation of that program is going to be developed citywide. It is now a pilot program out in the Venice area. That program is specifically designed to enlist the volunteer help and the cooperation of senior citizens. The department trains those senior citizens to further their program, the senior crime-prevention program, in exerting through peer-group interaction a stimulating point where that senior, who is trained by our department, will go out and train other seniors to devote their ultimate attention to crimes against the elderly.

Mr. ROYBAL. Now, is this strictly an LAPD program?

Sergeant WOLFE. Yes; it is strictly an LAPD program.

Mr. ROYBAL. This is not a program that is also in operation with the sheriff's department? Do you know if a similar program may be in operation at the moment?

Sergeant WOLFE. The sheriff's department does not have a similar program operating at the moment, but the sheriff's department is in the process of designing a program specifically for senior citizens.

Mr. ROYBAL. All right. Now, what has been the experience of this pilot project with regard to the actual participation of senior citizens? Are they willing to participate? Do they? What has been the response?

Sergeant WOLFE. The response has been overwhelming. We have had, ever since 1969, a very strong nucleus of senior citizens who have had membership in our police community council groups. These seniors have been really the impetus behind organizing our neighborhood watch groups.

Now that we have that Senior DAP program, those same seniors are willing to devote their time in organizing, calling, and planning. We are receiving an overwhelming degree of cooperation from these seniors.

Mr. ROYBAL. Well, testimony presented before the subcommittee this morning clearly indicates on various occasions that senior citizens are reluctant to even seek the advice and counsel of the police. They are reluctant because they fear retaliation. Has that been part of your experience in the pilot project that you had in Venice?

Sergeant WOLFE. Oh, yes, Congressman, but the only problem that we faced is that initially, the attitude of the senior is quite a suspicious one. They are very suspicious, particularly with any governmental intervention into their lives. But we, in our department, have tried to make it personalized to the point where we do not tell these seniors that we are going to regulate their lives. Instead, we continuously try to impress on them that it is for the sake of crime prevention. We tell them that we don't care how they live their lives. It is just that we want to help you help yourself, and we are available to assist you in working with your social life, to minimize the impact of criminal victimization.

Mr. ROYBAL. Well, in other words, the whole thrust of the program is to involve the senior citizen in an attempt to have something done for himself and for the community as a whole.

Sergeant WOLFE. That is true.

Mr. ROYBAL. And this is a program that would require the full cooperation of the police department.

Now, we have had testimony all over the country to the effect that crimes against senior citizens are not reported; that most of them go unreported. What has been your experience here in Los Angeles?

Sergeant WOLFE. We find that to be true here also, but again, that doesn't deter us from continuing our effort. We recognize that a lot of seniors are either ashamed or are suspicious to the point where they don't want to make a crime report. And then they are also vitally concerned with any retaliation from the criminal. They don't want to spend day in and day out in court. All of these factors contribute to their reluctance to get involved.

But again, through this group collective effort, this program is explained to them over and over again, and we find that we are enlisting the cooperation of more and more people as we continue this program.

It is not a panacea. We don't profess that. But instead, it is going to be a very slow process, because we are really attempting to change the attitudes of these people.

Mr. ROYBAL. Would I be correct then in assuming that the LAPD does not, in effect, have a program that is specifically directed to the problems of the senior citizen, but that it does have a program of neighborhood watch and a program called the basic car plan, and others, that are really designed more to curb crime in general than crime against the senior citizen?

Sergeant WOLFE. No. We have those two, Congressman, but we also have that senior DAP, senior deputy auxiliary police program, that is specifically designed to combat crime against the elderly.

Mr. ROYBAL. Well, how extensive is that program? That is, what kind of membership do you have? What kind of response are you getting from the community as a whole?

Sergeant WOLFE. We intend to go citywide in that program, but right now, we have it just as a pilot program in the Venice area.

Mr. ROYBAL. Well, that, in itself, leads me to believe that the program is, in effect, in its infancy. It is not being applied in the East Los Angeles-Boyle Heights area, nor is it in Eagle Rock, nor in Lincoln Heights. It is, then, a project plan that is hoped will be sufficient to be able to convince the authorities that the same thing could be done elsewhere.

Sergeant WOLFE. That is correct. Because of our limited resources, our budget is not large enough to accommodate this program citywide.

Mr. ROYBAL. Well, Sergeant, it seems to me that this is the problem nationwide. The police departments do have their hearts in the right place. They want to do something. Their programs are not extensive enough simply because the funds are not available.

We have been talking of course in general terms about Federal funding to police departments to set up a program that is directly designed to meet the problems of senior citizens. That would entail the establishment of a senior citizen desk, just as you have now the juvenile desk. This is all in the talking stage. Would such a thing, in your opinion, meet with acceptance insofar as the LAPD is concerned?

Sergeant WOLFE. Definitely, Congressman. Yes.

Mr. ROYBAL. Now, I have had the opportunity of working with Chief Davis before he became chief, when he was the chairman, I think, of the Fire and Protective League a long time ago. I know that he is a capable individual. I haven't had the opportunity of talking with him with regard to the problems of senior citizens. I am glad that you have answered this question in the affirmative, because it seems to me that if I had discussed this with him, it would have definitely been in the affirmative.

Now, this, of course, is something you cannot probably answer, but what kind of funding would it take to set up a pilot plan in Los Angeles, one that would even establish a senior citizen desk that would devote its entire effort toward the problems of senior citizens? Could you, off the top of your head, come up with any particular amount, or would you rather not do so?

Sergeant WOLFE. Well, I am not prepared to discuss budgetary questions and answer those kinds of questions, but what I can say is that in the city of Los Angeles, we have almost 400,000 senior citizens,

and they are a significant portion of this entire population. We have never distinguished nor set them aside in any way. In heavily concentrated areas of seniors, we have continued to get them involved with the neighborhood watch, and because of the shortage of manpower and other logistics, we have been unable to really sustain the effort the way we want to. So in terms of what moneys it would take to get a program such as this going, we are talking about a great deal of money, but there are program areas that come into it that I don't have the specifics on at this point.

Mr. ROYBAL. Well, I was hoping, Sergeant, that you would have said to me, our program in Venice is costing so much. If we put it in Boyle Heights, put it in Lincoln Heights, and so forth, it is going to cost that much more. However, we are not here to find out what your program is costing in Venice, but we are anxious to get your opinion, and we have, regarding such a concept where the police department would devote a great deal of its effort to the problems of the senior citizen. I am glad that you agree that it is a good idea.

Sergeant WOLFE. Congressman, I would also like to say this, that our senior DAP program is being carried on now in the Venice area with little, if any, funds. It is a nonbudgetary program that we have incorporated into our existing programs because we know that there is not going to be any money available next week or in a month to develop a broader program. We are doing it with the available resources that we have now.

Mr. ROYBAL. Do you have in the city now, the junior DAP program?

Sergeant WOLFE. Yes; we do.

Mr. ROYBAL. Is it still quite an active institution?

Sergeant WOLFE. Very much so. It is a very viable program. Not only the junior DAP's, but also the junior neighborhood watch, the explorers and the LEGGS. By the way, these kids, in these organizations are a component of our programs. They are the ones who, through their voluntary effort, do an awful lot of things for us. They distribute flyers, and go out to senior homes and put better locks on the seniors' doors and windows—these kinds of things.

Mr. ROYBAL. If you were present this morning, the testimony was to the effect that crimes against senior citizens mostly involved teenagers. The recommendation was made that something has to be done about the teenage problem; that you have to attack both at the same time. This is quite an order.

Are you convinced that the youth program in this city is adequate, or do we have a long way to go yet?

Sergeant WOLFE. We have a long way to go, but we are at least making a dent in it. We have, through the years, sat down and tried to come up with viable alternatives and some real, good, strong solutions. The only solution we see is through the peer group level—interaction not only in the youngster's own age group, but also with seniors.

Mr. ROYBAL. One more question, Sergeant.

Does the LAPD have meaningful statistics with regard to crimes perpetrated against senior citizens?

Sergeant WOLFE. Yes; we have a very sophisticated computer network particularly categorized by age groups.

Mr. ROYBAL. I am glad to hear that, because testimony before the subcommittee, again in other parts of the country, clearly indicated

the opposite. I am glad to know that you do have such statistics, and you will be hearing from us seeking further information in that regard.

Mr. Hammerschmidt.

Mr. HAMMERSCHMIDT. Sergeant Wolfe, we thank you very much for a very comprehensive statement. I regret that I had to leave for part of it to use the telephone, and so this question may have been answered in your statement. Is that Venice pilot project funded with any Federal funds? Is LEAA involved in any way?

Sergeant WOLFE. We have no Federal funds at all. It is a nonbudgetary program that we have.

Mr. HAMMERSCHMIDT. Is LEAA involved through the police department in any Federal programs for the elderly?

Sergeant WOLFE. No, Congressman.

Mr. HAMMERSCHMIDT. We have many witnesses, so I am going to forego any further questions, Mr. Chairman.

Mr. ROYBAL. Sergeant, we thank you very much for excellent testimony.

Sergeant WOLFE. Thank you very much.

Mr. ROYBAL. The next witness is Concha Cisneros.

Mrs. CISNEROS. With Mrs. Jones, because we were together.

Mr. ROYBAL. Will you and Mrs. Jones please come forward. Please proceed.

STATEMENT OF CONCHA CISNEROS

Mrs. CISNEROS. I have a card which was sent by the police on November 4, 1975. Mrs. Jones and I were coming from Adams and 32d Street. It was about 6:30 in the evening. It was the month of November, and we were approaching our home in the middle of the block. I had my pocketbook hanging this way, and I felt something was playing with my pocketbook. I wasn't afraid. I thought it was a child or dog pulling my pocketbook, so I kept on this way, but I did not turn around. I didn't look. I didn't turn to look.

So after four or six times, he pulled it real hard, and with his hand, he threw me on the street. I fell down backwards, and then I couldn't get up. I was flat on my back. I was hurt. It was this leg. That caused me to get arthritis, and I haven't been feeling well ever since.

Then he took my pocketbook. Mrs. Jones was with me. She didn't know what was going on. She turned around, and she started hollering for help, and then the neighbors came out and they helped me up.

Meanwhile, I saw the man that had grabbed me going back like this with his head down and looking back where we were. I didn't recognize him. I think it was a bushy-haired man. I didn't have much money. I had about $22 and a lot of my belongings, such as my social security and all the identification cards, my house keys, and other items. My grocery bills and many other things that were in it. He picked the pocketbook, and I had the handles left. So he took all the rest.

Then the police came and they took the reference, but I never got anything back. The expense I went through was horrible, because I had to have all the locks in my house changed. I had to have new keys. The police came and they told me that I had to have everything changed, because I lost everything.

The sensation that I have now—it seems to me that somebody is after me, you know. You can't help feeling that way. Sometimes I am scared to go alone in the streets.

Mr. ROYBAL. What time of the day did this happen, Mrs. Cisneros?

Mrs. CISNEROS. 6:30. About 5:30 or 6:30.

Mr. ROYBAL. Was it daylight?

Mrs. CISNEROS. Yes; it was daylight. It wasn't too dark.

Mr. ROYBAL. And were you going to the store, or what were you doing?

Mrs. CISNEROS. We were going home. Mrs. Jones accompanied me.

Mr. ROYBAL. You were going home.

At the time that the thief took the purse and Mrs. Jones called for help, did anyone come to your assistance?

Mrs. CISNEROS. Yes; Mrs. Miller and Mr. Miller and a few other people across the street came.

Mr. ROYBAL. But by that time, he had already taken the purse?

Mrs. CISNEROS. Oh, yes. He had already taken the purse. By the time the police arrived, there was no chance of finding anything.

Mr. ROYBAL. Would you like to add anything to that, Mrs. Jones?

Mrs. JONES. No; I wouldn't recognize him. He must have been barefooted, or he had sneakers on. We didn't even hear him and he was gone. It happened so quickly that I didn't know what was happening. But I saw her laying on the ground, and I started screaming, and by that time, people came out. He was hunched over. I couldn't even tell how tall he was. He was a young fellow. I would say probably 19, 21, or something in that category.

Mr. ROYBAL. Did you require any medical attention after that?

Mrs. CISNEROS. Well, I did go to a doctor, but he just said well, it was one of those things. He gave me pills to stop the pain, and all of that. I don't believe in taking any pills for pain, because they go up to your head. I don't like medicine.

Mr. ROYBAL. Well, sometimes it may be necessary. Thank you very much for your testimony.

Mr. Hammerschmidt.

Mr. HAMMERSCHMIDT. Would you tell us again what that card is that you have with you? Well, I didn't mean for you to have to come up here, but I was just trying to see what procedure they used. This card, for the record, is a request to contact investigator, and this was received when you reported the robbery to the police?

Mrs. CISNEROS. That is right. That is right.

Mr. HAMMERSCHMIDT. And this is just the acknowledgment of that?

Mrs. CISNEROS. We went over there, and they didn't find anything.

Mr. HAMMERSCHMIDT. No, I have no questions, Mr. Chairman.

Mr. ROYBAL. Thank you very much, Mrs. Cisneros.

The next witness is Jesus Martinez. Is he here today? Will you please come forward.

STATEMENT OF JESUS MARTINEZ

[Whereupon, Mr. Jesus Martinez presented a statement in Spanish.]

Mr. ROYBAL. Mr. Garza will summarize in English the testimony presented by Mr. Martinez.

[Whereupon, Mr. Garza presented the following translation of Mr. Martinez's testimony:]

Mr. GARZA. Mr. Martinez related an incident that happened to him on the way to the pharmacy to buy some medicine. As he walked from his home to the pharmacy, he was attacked by four youths, one who knocked him to the ground, and the other three proceeded to kick him. They kicked him so badly that he lost his eyesight in his right eye. They took his money and escaped, so therefore, he wasn't able to purchase the medicine. Now he has the costly problem of medication for his eye. He proceeded to tell us that he called the police and reported the crime, but he was unable to identify the youths. He says that the problem is that we have youths of all races and ethnic groups perpetuating crimes against the elderly. He was very grateful for being here and for the Congressmen giving him the opportunity to present his problem to us, and he thanked us for being here.

Mr. ROYBAL. Will you ask, Mr. Garza, in Spanish, what time of the day it was when this occurred?

Mr. GARZA. It was between 6:30 and 7 o'clock. It was already getting dark.

Mr. ROYBAL. Congressman, do you have any questions?

Mr. HAMMERSCHMIDT. No questions, Mr. Chairman.

Mr. ROYBAL. Thank you very much.

From the State of California's Office of the Attorney General, we would like to ask Anthony Francis to come forward. Will you please proceed in any manner that you may desire.

STATEMENT OF ANTHONY FRANCIS, STATE OF CALIFORNIA, ATTORNEY GENERAL'S OFFICE

Mr. FRANCIS. Thank you very much, Congressman Roybal. The gentleman to my left is Mr. John Devoe, who is also a member of the staff of the attorney general.

I have been asked to attend the hearing today to make a few comments about the attorney general's consumer information and protection program for senior citizens.

Prior to coming to the meeting, I was told that the subcommittee apparently has requested and received some written information regarding the total program. However, I would just like to make a few comments regarding the beginning of the program and bring the subcommittee up to date as to what we are doing now.

The White House Conference on Aging in the early part of 1971 indicated concern about the criminal victimization of senior citizens, and in part, this particular concern was noted by the crime prevention unit of the attorney general's office, and the attorney general himself. Whereupon he indicated to the unit that we should try to develop some type of program that would hopefully reduce or minimize the criminal victimization and consumer fraud against senior citizens.

Subsequent to that, we did some preliminary research in our unit, and it was established that the problem was of such gravity that something should be done.

At that time, we weren't quite sure what. Ultimately, we decided that a massive approach at educating senior citizens about the ways that crimes are committed against them, and also in ways of reducing the potential for criminal victimization was appropriate.

With that in mind, we proceeded with the assistance of local law enforcement, senior citizen groups, and other agencies, to develop conferences around the State of California to discuss the kinds of problems, some of which you heard today.

Some of the main problems that the senior citizens felt were appropriate for discussion and education included bunco schemes, burglaries, landlord-tenant problems, estates and conservatorships, nutrition, buying, pricing, and labeling and insurance and land investment frauds.

All of these conferences have been put together with the full support of the law enforcement agencies in the related communities, as well as individual citizens in the respective communities.

One of the biggest problems that we have found in the area is that there is almost a total lack of hard data. To date, we are aware of some studies that have been made, the most recent of which is a field survey or field poll. I have a copy of the field poll here, and I understand that it is currently being analyzed by the Department of Justice, Bureau of Criminal Statistics, and will in fact be published as soon as the analysis is completed. If any of the members of the subcommittee would like to take a look at it, I would be glad to have you do so.

In addition to that, the Midwest Research Institute in Kansas City has also conducted a study with regard to criminal victimization of senior citizens, and I believe that that study is also available. If not now, it certainly will be in the very near future.

We also anticipate the availability of another study relating to the victimization of senior citizens which will be published by the Multnomah County project, which is in Oregon. I understand that that particular study is to be available this month. If anyone is interested in further followup on that, I am sure if you contact our office, we will be able to give you some information on it in early October.

Mr. HAMMERSCHMIDT. Mr. Chairman, if the witness will excuse me for 1 minute, I will ask unanimous consent that when it is timely we incorporate this report, its summarization, the Midwest Institute report and Multnomah all as part of our official record.

Mr. ROYBAL. Will that be made available to the subcommittee?

Mr. FRANCIS. I am sure it will be, upon request. We don't have the reports in our office now, but I am sure that we can assist in getting them if you wish.

Mr. ROYBAL. We would like to have them and make them a part of the record.

Mr. FRANCIS. Fine.

Mr. ROYBAL. Without objection, that will be the order.

[Retained in committee files.]

Mr. HAMMERSCHMIDT. Thank you.

Mr. FRANCIS. Thank you very much.

Mr. ROYBAL. Please proceed.

Mr. FRANCIS. I thought you would be interested in some of the data that is available. That is why I got into that right away.

I think, just to jump over here to another item, the subcommittee might be interested in the Kansas City report. I think that relates

to the research project that I indicated. Some of the steps relative to that indicate that in the area of burglary, and this is burglary of the homes of senior citizens, the estimates are that 50 percent of the seniors whose homes were burglarized lived alone; 29 percent suffered multiple burglaries; 10 percent had to give up work due to fear of crime; 23 percent were actually in the home at the time of the burglary, and I suspect that is the notorious kind of "cat burglar" that we hear about; 53 percent of those burglaries, which is not uncommon, occurred during the daytime. And 45 percent stayed at home out of fear of crime.

In other words, a large percentage of senior citizens, not only in the State of California, but throughout the Nation, are, in fact, prisoners within their own homes, and in some communities here, within the city of Los Angeles, there are many senior citizens who would love to participate in nutrition programs but who don't because they are afraid to leave their homes in order to participate in such programs.

Mr. ROYBAL. These programs are in the middle of the day, are they not?

Mr. FRANCIS. Yes.

Mr. ROYBAL. And they are still afraid to participate?

Mr. FRANCIS. They are afraid to leave their homes. As a matter of fact, at a conference which was held here in Los Angeles in 1974, one elderly gentleman got up and asked me what could be done about the problem. He is a resident of the city of Compton, and he said that: "Yeah, we have nutrition programs there." But he said: "If I leave home, I will go back and my home will be burglarized."

The problem is a serious one, and it is quite common, and we have many senior citizens like that around the State who don't want to leave home, not even in the daytime.

I would like to leave some time for questions, so I would like to bring you to the point where we are now in our program for senior citizens.

In our efforts to expand the program, to get the word out about the crime problem and how to minimize the chances of becoming a victim of a crime, we decided that perhaps we should train those people who are direct service providers to senior citizens. Along that line, we have instituted training seminars around the State. Participants in these seminars are professionals, such as social workers, nutrition directors, directors of senior housing projects, area agency personnel—those people who are involved in title 3 operations and the information and referral programs—visiting nurses, and so forth.

Approximately six to eight of those training seminars have already been held here in the southern part of the State, and we now have approximately eight on the drawing board, as far north as Redding, and as far south as Visalia.

We feel that this is one way that we can increase the amount of information that gets out and gets directly to senior citizens. We also feel that armed with the available information in the field, those practitioners who are in fact in direct contact with seniors may be of more help. So that is what we are doing at this time. We hope that helps.

Mr. ROYBAL. As you know, we had a seminar here in this room yesterday.

Mr. FRANCIS. Yes.

Mr. ROYBAL. It was quite successful. Yesterday morning, how many were here, Mr. Garza?

Mr. GARZA. There were about 150 in the morning.

Mr. ROYBAL. About 150 in the morning, and maybe half that number in the afternoon. Let's say that there were 150 that participated in the seminar. Now, how effective, in your opinion, are these seminars, in view of the fact that 45 percent of the senior citizens still decide to remain at home because of fear of going out into the community during the day?

Mr. FRANCIS. Well, there are a number of considerations. First of all, it has been our experience that many of the senior citizens who in fact attend these seminars do not come alone. As a matter of fact, we have asked for and received assistance from local transportation programs.

For example, in Sacramento, the Sacramento elderly nutrition program has buses, and those senior citizens in the area who did not have their own private transportation, or could not come with anyone else, certainly had an opportunity to attend by just simply getting on one of the elderly nutrition buses.

The other thing is that most senior citizens belong to some kind of an organization, such as the Retired Teachers Association, the AARP—American Association of Retired Persons—Seniors in Retirement, and so on. They tend to come to seminars together, and we have attempted to solicit the support of the seniors and to get them out, in order to get this information to them through their organizations.

On the other hand, we have also attempted to involve the media, just as you are doing here today, in order to reach as many as possible in their homes.

We have no real scientific way of evaluating the post-impact of the program.

Mr. ROYBAL. Well, I have no doubt that the retired teacher, the retired professional, and so forth, would respond to seminars and to meetings of this kind. But I am still to be convinced that the average person getting the minimum amount of social security, which is the case in this area primarily, does not go to these meetings. These are the people that stay at home; these are the people that are frightened. These are the people that presented testimony to this subcommittee today and in the past—people who are fearful of the fact that something will happen to them, even during the day.

And this is why I asked the question, how effective are these seminars, in view of the fact that 45 percent of the people stay home.

I agree with you that they are effective for those that attend, but don't you agree that attendance under other circumstances would be a lot better?

Mr. FRANCIS. I am not really sure. I feel that the problem of apathy is an all-pervasive one. We certainly are aware of that problem, as far as the crime picture as a whole is concerned. That is, citizens are reluctant in many cases to become involved when they actually witness crimes or in many cases when they are in fact themselves victims.

We estimate that maybe 10 to 20 percent of certain kinds of crimes are never reported, and a higher percentage in certain other areas. For example, we feel that many more seniors are victims of "pigeon drops" and bank examiner frauds than we know about. I think apathy is a problem.

The other point that we are trying to address is this matter of the isolate—the individual who does not belong to a club or organization, the individual who hardly gets out—by providing training to the practitioners who may be in contact with that individual.

Many of our citizens obviously are on some form of welfare assistance. They are in contact with a social worker. Many of them receive services from visiting home nurses, and so forth, so we are trying to get it out that way. We have also tried to tie in the media, as I said, so some attempts are being made to take care of that portion of the population. It is difficult to say how successful that is.

Mr. ROYBAL. Thank you, Mr. Hammerschmidt.

Mr. HAMMERSCHMIDT. In our hearings here, in Washington, and other places we have been around the country, we have heard that the frequency of crime committed against elderly citizens is no greater, proportionately, than crime committed against the balance of the general population.

These statistics come from police files. We recognize that they may be distorted, because of the elderly citizen's great reluctance to report a crime or to get involved. I hope these reports which are forthcoming—the one you are doing, the one Midwest Research Institute is doing, and the other one—might give us a little bit better handle on what really is occurring in elderly crime victimization. I don't think that we have enough facts on this problem.

Evidently, the Los Angeles Police Department is doing a very good job of statistical reporting, and their records alone will be helpful to this subcommittee.

Mr. FRANCIS. Right.

Mr. HAMMERSCHMIDT. We have heard time and time again that fear and apprehension may be just about as debilitating as crime itself to the elderly population. It is in this broad, general area that we are grappling for solutions, and we appreciate very much your help to the subcommittee today.

Mr. FRANCIS. Yes. Congressman Hammerschmidt, I had a chance to review the field poll very briefly, and I think that it may in part answer the question, because it seems to break down that information according to age and education and types of crime frequency, and so forth. So that may be of some help.

And we, too, are concerned about that. We are attempting to not only get information from other sources, but we are trying to find ways that we can do it within our own organization.

Mr. HAMMERSCHMIDT. Well, Mr. Francis, we appreciate you and Mr. Devoe being with us.

Mr. FRANCIS. Thank you.

Mr. ROYBAL. Thank you very much.

Mr. FRANCIS. I would like to have the copy of that study back when you are finished with it.

Mr. ROYBAL. Thank you very much.

Elra Jarreau. Will you proceed, please.

STATEMENT OF ELRA JARREAU

Mrs. JARREAU. I am Elra Jarreau, and I have been attacked five times.

Mr. ROYBAL. Will you tell us about it?

Mrs. JARREAU. The first time was in downtown. I had gone to get something, and as I was getting on the bus, there was someone pushing me. I thought they wanted to get ahead of me to get on the bus before me, because it was crowded.

When I got on the bus, I noticed that my purse was open, and my wallet was gone and my coin purse was gone. Luckily I had taken out my fare before I left the store. There was nothing I could do about it, because I don't know who took it, but I think it was the tall girl who was right behind me. She was shoving me, and that is when she opened my purse on this arm and took my wallet and the little coin purse.

Mr. ROYBAL. What time of the day was that?

Mrs. JARREAU. That was about 4 o'clock in the evening, in the summertime. This was about 7 years ago.

Mr. ROYBAL. All right. You said that you have had that experience five times.

Mrs. JARREAU. Five times.

Mr. ROYBAL. Would you tell us about one other time?

Mrs. JARREAU. Yes; the second time happened on the last day in 1975. I went to the grocery right around the corner from where I live, and I bought some groceries, and I was going back home. I had my purse in one hand. I didn't hear a man come up behind my back. He grabbed my purse, and I wouldn't let it go, and he told me: "Let it go. Let it go." I didn't. I dropped my shopping bag with my groceries, and I fell down and he dragged me about 5 or 6 feet, or maybe more, and then the handle broke, and that is why he got it, and he left with it. I didn't have any change, but there was about $2 or $3 left.

Mr. ROYBAL. Were you hurt at the time you fell?

Mrs. JARREAU. Yes; I hurt that arm and my foot, and I have been suffering with that arm ever since.

Mr. ROYBAL. Did you have to go to the doctor at the time that this happened?

Mrs. JARREAU. Yes; I went to the doctor, and I had to put a hot applique on it. The third time happened when I was coming from the doctor. I was sitting on the bench waiting for a bus. They stopped for a red light, and he called me a bad name and said to give him the purse. I wouldn't, and I turned my head. When I looked around, he was getting out of the car to come and grab it. I started running back to the doctor's office. Then the green light came and they had to move, because they had all the traffic blocked. So they didn't get it that time.

Mr. ROYBAL. Each one of these times, they went after your purse?

Mrs. JARREAU. Yes.

Mr. ROYBAL. And each time they took some money?

Mrs. JARREAU. Not every time. They got money three times from me.

Mr. ROYBAL. All right.

Mrs. JARREAU. But twice they didn't.

Mr. ROYBAL. Did you make a report to the police department every one of the times?

Mrs. JARREAU. No, just one time, when they grabbed me on the lawn.

Mr. ROYBAL. All right. Now, why didn't you report this to the police department the other four times?

Mrs. JARREAU. The reason why I didn't is because I don't see so good. You see, if I can't identify them, the police can't do me any good.

Mr. ROYBAL. Did you contact the police department? Did you tell them about it?

Mrs. JARREAU. The one that dragged me on the lawn I did.

Mr. ROYBAL. But not the others?

Mrs. JARREAU. No. No.

Mr. ROYBAL. And the reason that you did that is because you have been told that unless you can identify the individual, there is no use making the report?

Mrs. JARREAU. That is right. They told me that if I can't identify them, they can't do any good. About 2 weeks ago, a little boy on a bike was passing around on the sidewalk. (I think they shouldn't let children ride on the sidewalk with a bike.) I had a very small coin purse. I was just going to the store, and then just before I got in the door, he passed by. I had my arm hanging there, and a small piece of the purse was hanging down. He slipped it out, and then he took my house key. There was $11 in there. Then I had to have a dead-bolt lock put on my front door, which cost me $25. So this is about $36 I was out of.

Mr. ROYBAL. All right. Now, these instances occurred over a period of how many years?

Mrs. JARREAU. Well, about 6 or 7 years. But the last three times happened not very long ago.

Mr. ROYBAL. The last one was in 1975, was it not?

Mrs. JARREAU. No. About 2 weeks ago; that little teenager took my purse.

Mr. ROYBAL. Oh, it was about 2 weeks ago?

Mrs. JARREAU. Two weeks ago.

Mr. ROYBAL. And what time of the day was that?

Mrs. JARREAU. That was early in the morning, about 9 o'clock.

Mr. ROYBAL. Did you report that to the police?

Mrs. JARREAU. No, I didn't, because I couldn't identify the boy. I didn't know him, and he was nothing but a little boy about 12 or 14 years old.

Mr. ROYBAL. Well, I would suggest that even though you may not be able to identify the individual, you should make a report to the police. I realize that the police cannot do very much unless you can identify the person, but it seems to me that a report to the police would be in order.

Mrs. JARREAU. I live near the police station, on Santa Barbara.

Mr. ROYBAL. I hope that it never happens to you again, but if it does, let the police know.

Mrs. JARREAU. Since then, I don't go in the street. I need things at the store right now, but I don't go unless my children or some of my friends come and take me. That is the only way.

Mr. ROYBAL. And how far do you live from the store?

Mrs. JARREAU. Not very far. Just about four blocks. I could walk over there and get the little things that I need.

Mr. ROYBAL. And you still prefer not to go to the store?

Mrs. JARREAU. That is right.

Mr. ROYBAL. Regardless of the time of day?

Mrs. JARREAU. Regardless of the time of the day, because that little boy just picked that purse out of my hand; you know, out of my hand like that, and left my handkerchief and a list of what I wanted.

Mr. ROYBAL. This testimony we are hearing now is typical of what we hear in Washington and hear all over the United States. It is unfortunate that it does occur, but it is occurring.

Mrs. JARREAU. Yes.

Mr. ROYBAL. There is no doubt that at this very moment, something like that is occurring.

Mrs. JARREAU. I think they should take those children riding bicycles off of the sidewalk. That is where they get your money.

Mr. ROYBAL. Well, we thank you very much for your testimony.

Mrs. JARREAU. OK.

Mr. ROYBAL. Next is José Duarte. Will you proceed in any way you may desire.

STATEMENT OF JOSE DUARTE

Mr. DUARTE. Yes. My name is José Duarte, and I want to add to the list of victims that you heard here today and yesterday.

Mrs. Soria was going to describe the crime that happened in her part of town. I will just describe three incidents that she told me to relate to you. One is a crime that happened at 3 p.m. to a 60-year-old. Her purse was snatched from her arm with $40 in it. A young man and a girl were working along together, and the woman was driving the car. The man got out of the car, snatched her purse, got in the car, and they drove off so fast that the lady couldn't even take the license plate number of the car. She made no police report for fear that they would come back and hurt her.

Another victim, a 79-year-old lady, was knocked down at 7 p.m., and thrown under the bushes by a house. Her purse was taken with $55, which she was saving for her rent. No police report was made, again due to fear.

This lady now is in a convalescent home, suffering with a mental condition due to this assault. She is recuperating from that experience.

Another lady, 67 years old, was robbed. Her purse was snatched. She only had $8 in her purse. It happened a block away from a bank at 11 a.m. in the morning. Again, no police report was made because of fear.

All of the three victims, because of fear, didn't report the crimes.

Mr. ROYBAL. Now, Mr. Duarte, in your opinion, if the police had a community-based organization, such as the neighborhood watch program, for example, and they went to the victim's home instead of the victim going to the police department would there be a difference insofar as making out the report is concerned?

Mr. DUARTE. I certainly think so, Congressman Roybal. I have a recommendation that probably will describe something to that effect.

Mr. ROYBAL. Will you please present your recommendation?

Mr. DUARTE. I will. I would like to make a brief presentation, though, on other matters. It is a very brief presentation.

Some of the problems that we have with the lack of security in a given situation are a result of the current inflation. I have known senior citizens that disconnected their phones because they are too expensive. Some senior citizens are even giving up their cars, because the price of gas is too high.

At public facilities such as public parks, certain lights are turned off because of budgetary cutbacks from that governmental agency. Security personnel are not there any longer because of budget cuts. A

number of things having to do with security are not in existence now because of budget cutbacks because of inflation.

I just want to add that in California there is a law called the victim of violence law. That law will compensate the victim for the damages, whether it is personal or medical, and for belongings or goods that were stolen. They can be replaced if they file a claim form. I think it is the State attorney general's office that compensates victims of crime for some of the things that they lost—their personal damages.

Anyway, my proposal and recommendation is not a deterrent, but it might be something to prevent or eliminate crimes against seniors. I am proposing the establishment of a civilian patrol especially for senior citizens. Civilian patrol personnel could be deployed in those neighborhoods where there is a high incidence of crime against the elderly. These persons could be assigned on foot and in unmarked vehicles with a two-way or citizens band radio. They could include a frequency that would be tied in with the local police department, so they could call in for help. They could be tied into the local communications system.

These civilian patrol persons could also act as investigators for swindle or fraud cases, and could initiate action through our legal system on the perpetrator of the crime.

Civilian patrol personnel could be selected from the senior citizen population. We just heard here today that there are a number of retired policemen and security officers that could be called upon to be part of this patrol.

They would be identified by an arm band, or a similar marking, and they could carry a police stick, a whistle, a can of Mace, handcuffs, and a two-way radio with a beeper signal device for communication purposes.

The training of these persons could be provided by the FBI, the Military Police, or the local law-enforcement agencies.

The funding of such a patrol could be provided by the Administration on Aging, LEAA, or even the CETA program. They could establish pilot projects in various neighborhoods of Los Angeles County, until they could see that it is somewhat of a deterrent against crime against the elderly, and then seek major support for these kinds of patrol groups.

I agree with you that these patrol groups should be community-based and should have an advisory council of some type so that they could get advice in terms of their activities.

Mr. ROYBAL. We thank you very much for your recommendation. Again, as a point of clarification, did I understand you to say that the civilian patrol would be composed primarily of retired policemen?

Mr. DUARTE. No, no. I think someone mentioned that there are retired professional people. No; my proposal is that retired people could be selected as candidates for these jobs. It could be young people. It could be anyone, but not entirely retired policemen.

Mr. ROYBAL. If a retired person was assigned to do this kind of work it would require a great deal of training if he has never had it. Also, age kind of creeps up on you, and there are many things that we used to do when we were younger that we can't do now that we are a little older.

How would such a project be financed? Would that be on a pilot-project basis, financed by the Federal Government?

Mr. DUARTE. I suggested Administration on Aging funds. I think Mr. Glassman mentioned section 308 funds. These funds are for innovative approaches, which could mean anything, and this could be an innovative kind of approach to deter crime.

I remember when I was in the Army, we had a civilian patrol for our own soldiers who often were either inebriated or were causing problems in the towns and cities. The civilian patrols were military personnel, but they weren't Military Police, and they enforced regulations on their own.

On the other hand, there is a civilian patrol—a voluntary group of people, that have citizen band radios in their cars. They have identification cards, and they are in the neighborhoods. They help the local police and the law-enforcement agencies, not in controlling crowds, but in helping with traffic congestion whenever there is a fire or a major accident. They are providing volunteer help.

But I am not saying that these people should be volunteers. They should be paid help, with funds from LEAA or the Administration on Aging, or even the CETA program.

Mr. ROYBAL. Yes. They would then be, in effect, professional people who would be doing this work.

Mr. DUARTE. Right.

Mr. ROYBAL. People would be trained for that purpose and follow a specific program.

Mr. DUARTE. Yes.

Mr. ROYBAL. Well, you have presented an interesting concept; one that the subcommittee can examine and will. May I thank you again for your recommendations.

Mr. DUARTE. Thank you.

Mr. ROYBAL. The next witness is Mr. Rodman Cohen. Mr. Cohen, will you please come forward and proceed in any way that you may desire.

STATEMENT OF RODMAN COHEN

Mr. COHEN. I am not a victim of a crime, but I think that I may have the beginning of a positive solution to the problem.

About a month ago, I became interested in an organization of senior citizens, and young people, that is called the Grey Panthers. Through legislation or other means, they try to improve the lot of young people, as well as old people.

We had a meeting, at which time the city of Los Angeles—being so dispersed—was broken down into small localized community groups. I joined one of these groups. We talked about what our community really needs, and I have been thinking for quite some time that one of the chief things that we need is to get people involved and out on the streets. All the citizens of the city of Los Angeles have, in effect, forfeited their right to walk the streets of the city of Los Angeles to the muggers, without a shot being fired.

I think that it is time that the citizenry become aroused and become aware of the fact that they have forfeited the right to be on the streets. Citizens must get out and not be afraid to walk the streets.

I am in the process now of soliciting support for a walkout, an old-fashioned, community walk, which will start hopefully in April of 1977.

We planned originally on making it this month, but the daylight hours are short, and in order for this walk to be a success, it has to be performed in daylight hours. The people have to be visible to other people, to see that they are, in effect, walking.

We had proposals that they should walk in a certain area to show that they are all walking. But that wouldn't be good, because if someone walks in someone else's area other than where they live it is not going to do them any good. They have to walk where they live, and we feel that is the best way.

I have spoken to Police Chief Davis' office, via his secretary, and he instructed Deputy Police Chief Rock to call me. I gave him my ideas on the walk. I have spoken to Mr. Roy Azarnoff, who is in the office of aging of the mayor's office, and I have given him a letter stating the purposes of getting the people out to walk. I have spoken to Zev Yaroslavsky's office, and Councilman Edelman's office and several other persons that are on the city council. I am now currently trying to mobilize the various religious groups, through the heads of these religious bodies, to get people interested in the walk.

This walk would be a positive step. All these other proposals that we are listening to here are negative and physical. This is something which every citizen can become involved in, because he has a stake in walking the streets. He doesn't want to go to work and then come home and be trapped as a prisoner in his own home, or a prisoner of the "boob tube." He would like to get out and socialize and take part in the community.

That is the way it was in the good old days. But today, we have to reeducate people to become involved in the process of the community. The people who would be unable to participate in the walk, because of physical conditions would also be involved. They could be in the block watch program, to see that while the walks are being done, their houses are not being burglarized.

It would get people helping people. That is what the whole thing is about, because that is the solution to our problems. Take Westwood Village. On a weekend, you can hardly walk on the streets, because it is so crowded. Why is it that the people will walk in the evening in Westwood Village, and they will not walk anyplace else? Because people see other people, and when they feel other people's presence, they feel safe. The incidence of crime in Westwood Village, even on Saturdays and Sundays when the streets are jammed is very small.

I was talking to Deputy Police Chief Rock, and I told him that the security for this type of a program would have to be on a very low profile because the people have to feel that they, in effect, did make the march. They have to walk in groups, neighbor with neighbor. As other people see them walking, they will all want to walk. But it has to have a total commitment from the entire community—the Boy Scouts, Girl Scouts, church groups, veterans groups, the business community, everybody. They all have to become aware, and we all have to participate in this walk, because we all have a stake in it.

Mr. ROYBAL. Mr. Cohen, you mentioned in your presentation, "the good old days." Well, I happen to remember the good old days, also, when, in my own neighborhood, in my own home, our family never

carried any keys. It is true. There were eight of us in the family. We didn't have a key to the house. The house was open. Whenever we went anyplace we just told the neighbor we were leaving and to look after the house. Nothing ever happened. Now, those were the good old days.

The situation has changed a great deal. We are seeking means and ways of trying to remedy the situation. You have presented to this subcommittee one concept.

I would like to ask what the reaction was to your proposal from Deputy Chief of Police Rock. What did he say?

Mr. COHEN. He was very enthusiastic. Everybody that I have spoken to was very enthusiastic.

Mr. ROYBAL. Has your program been written up?

Mr. COHEN. No; it hasn't been.

Mr. ROYBAL. Will you put it in writing, and we will take a look at it?

I would like to have the format of your program, if it is possible, so that we can take a good look at it.

Mr. COHEN. All right.

Mr. ROYBAL. Can you make that available to this subcommittee?

Mr. COHEN. I sure can. The elderly citizen feels rejected and unneeded. He thinks no one really cares, but that is not really the case.

One of the members of the audience here is a person who is young, and who is also in my group of Grey Panthers. He is interested in the walk, and we have mobilized our area groups of Grey Panthers. We are having a meeting next Wednesday, September 22, at 8 p.m. at the Westwood Horizons Hotel, for the first gathering of the Western Area Grey Panthers, and we are going to take up the walk.

I would like to introduce you to a young person who is very knowledgeable on crime. He is in the audience now.

Mr. ROYBAL. If he has any new information to present to us, we will be happy to have him do so.

Mr. COHEN. He has left.

Mr. ROYBAL. Well, in that case, Mr. Cohen, will you then make available to the subcommittee the written text of your proposal, so that we can closely examine it?

Mr. COHEN. I will do that. Thank you.

Mr. ROYBAL. Thank you very much.

The next witness is Elizabeth P. Tesluck. Go ahead and proceed.

Mrs. TESLUCK. All right.

Mr. ROYBAL. Tell us what happened to you.

STATEMENT OF ELIZABETH P. TESLUCK

Mrs. TESLUCK. In the middle of May, I was walking up South 7th Street with a shopping cart, the kind that they have in the stores. It was a warm day, and it was only 5 o'clock.

As I was continuing up the hill, I felt somebody grab a part of my anatomy. When I turned around, I saw a man in white trousers and a tight-fitting black sweater. I think this is what discouraged him. I never leave the house without it. [Indicating a whistle worn on the right-hand wrist.]

He must have read in the paper where our police department claimed that a woman in Pasadena saved her life by having the presence of mind to blow the police whistle.

When I turned around, he slowly walked away. It was near an alley, and I couldn't see his face, but he had a certain way of walking. I thought he was a painter, because he was wearing white trousers. I was going to go to the house on the corner, thinking that I could ask them where I could get a painter. It was 5 o'clock.

When I wanted to stop the shopping cart, I couldn't, because it was sliding toward an expensive, new car, and I didn't want to be accused of wrecking it. But I decided that I would come the next day, and the next Saturday, and face him and be ready for him, but I didn't have to do it.

I kept on walking on my side of the street. Between the last two houses is an alley, and as I was approaching the last two houses, he walks right up facing me. He didn't think that I would recognize him, or that I would follow him. I didn't follow him. Then, I had a good look at him, and I saw him cross the street into an alley. It was the last alley of South Berendo and 8th Street.

I decided to follow him and see where he was going. As I followed him, I could see at the end of the alley what looked to me like an old cottage that people used to rent before an apartment house was built there. I thought perhaps that is where he lives, so I kept on following him in the alley.

There were people coming and going, and I wasn't afraid. I was determined to get a hold of him some way, because he was, I thought, one of the famous rapists of the Wilshire district.

And then, as I was about to come nearer to him, a big truck pulled in front of me. When I came up a little bit further, I saw it wasn't a real cottage. It was an old garage, and I thought that maybe he lives in the garage, because he is afraid to live someplace else.

And then the big truck came, and I lost sight of him, and there was more movement. Automobiles were coming in and going out, and I lost him, so I had to wait. I decided I would wait until next Saturday or the next day. I would go every day with one of those carts until I got him, but I didn't have to do it.

That night, I called the police. I told them what had occurred, and that I thought it was one of the Wilshire rapists. They came over and told me that the description I gave them of that character was the person they were looking for and that he has committed several crimes. They asked me some more questions, and I answered them. Then they came and told me that that man was apprehended the next morning at 11 o'clock.

On the third visit from the police, I had six pictures to identify him from. I had no trouble because I took a good look at him. He faced me when he walked out the alley, and I showed them that this is the person, and two other women who were hurt identified him, too, as that person who wronged them.

And then we went to the lineup, and I recognized him there. Then we went to the district attorney's office, and they switched the photographs on me. I suppose it was his attorney. For No. 3, they had a much older man, because before, his number was No. 3, but I said these photographs were switched. The judge said, "Do you see the man here in court?" I said, "Yes, there he is sitting." I recognized him, because he had a tight-fitting sweater which showed curves, and it is unusual for a man to have curves. He was the one that attracted my attention. I had to identify him. I wasn't going to let him get away.

Now, we are waiting for the case in court early next month. I don't want to specify the day, for reasons of my own. We are going to court.

The judge said he was impressed with my testimony, and so did two members of the police department. I hope I have deprived the Wilshire district of at least one rapist. There were five. When they went to arrest the one that I had encountered, they found him in the company of five others, and I hope that justice will be done.

Mr. ROYBAL. Well, thank you very much. I can well understand why the judge was impressed.

Mr. Hammerschmidt.

Mr. HAMMERSCHMIDT. Well, I want to thank our very eloquent witness. Thank you very much.

Mr. ROYBAL. I am sure that the police department will have no trouble with identification in this instance.

Sister, will you please find out whether or not the assailant in this case is out on bail, or is he in jail?

Mrs. TESLUCK. I think he is in jail, but I passed by a balcony in that neighborhood, and I thought it may be he, but I am not sure. I couldn't say.

Mr. ROYBAL. Well, let us hope that he is in jail and will be present when you face the judge for further identification.

The next witness is Ethel DuVernay. Will you proceed, Mrs. DuVernay.

STATEMENT OF ETHEL DuVERNAY

Mrs. DuVERNAY. My name is Ethel DuVernay. This happened about 3 years ago. It was in the morning at about 9:30. I had a little check to cash, and I had gone to the store and cashed the check, but I had $50 left.

So on my way home, I had some packages I bought from the store, and I had a purse with a handle. I had the purse on my arm and I had a bag there and a bag here. I was just a block from home, and there were two young kids, almost 14 years old. I thought they were going to school because of the way they were dressed. So they were coming toward me, and when they got close to me, they opened up. And when they opened like that, they said, "Give me the purse," and I started to scream, and the other one was grabbing the purse and sort of hurt my hand. I guess I was more frightened than anything.

When I screamed, they started running. I dropped all my packages, but they had taken the purse. One of the neighbors came out. It seemed like him and his wife were going to work. He said, "Mrs. DuVernay, we don't know why they worry you."

Now, we all pull around here, so he told his wife, "I am going to go and see," and so he started running. He jumped out of the car, and he started running, but he never could catch them. The policemen came, and they took me around, but it happened so fast, and I was awfully nervous, and I couldn't identify them. But a couple of blocks from there, they found my purse, and I recovered a gas bill and a utility bill. The money wasn't there. But everything else was in there. My keys were there. I was so glad, because I didn't have any key to get back into the house.

Two years after that at about 12:30 at night this happened: I live alone, and I work for the Head Start program. I always stay up late at night and get the 11 o'clock news. I was sitting there with a little light

on the TV, and I heard noise, so I got up. I went to the bedroom, and I thought there might be somebody in the alley. I live in the back of an alley, so noise doesn't bother me anymore. I just got undressed and went to bed.

And then I heard some more rattling, like that, so I got up and I stood in my bedroom door. I could see a shadow behind my drapes. I thought that maybe it was one of my kids, because sometimes they come around, if they are going to the show. They will come by and see if I am OK.

I didn't see any shadow, or car, or anything, so I went back to the bedroom, and just as I got back into the bedroom, there was a kick-like noise. When I went into the kitchen, my door was kicked open. He broke the lock. The chain saved me, because he didn't kick hard enough to get the chain. The door opened as far as the chain, and I started screaming. When I started screaming, my neighbor came with a searchlight. Just at that time, he was going over the fence.

I know in my purse that first time, I probably had some addresses on old bills, because this last time he seemed to be just around the same age as the first one that attacked me. I called the policeman, but they never did catch him.

Mr. ROYBAL. How old a man was he, in your opinion?

Mrs. DUVERNAY. It was a young kid. He was about 14 or 15 years old. Since then, I have moved out of the neighborhood, because my children had me move. They said, "Mommy, you seem to be a mugged person in that neighborhood." That was a bad neighborhood I found out.

Mr. ROYBAL. All right. Thank you very much.

Mr. Hammerschmidt, do you have any questions?

Mr. HAMMERSCHMIDT. No questions. Thank you.

Mr. ROYBAL. Thank you.

The next witness, and we have quite a few witnesses for the short time that we have left, is Mrs. Margery Ferrier. Marge, you are next.

STATEMENT OF MARGERY FERRIER

Mrs. FERRIER. I have made a prepared statement which I am going to read.

As a resident, property owner, taxpayer and older adult of the city of Los Angeles, I have a vested interest in the well-being and safety of all citizens.

This is to you, Congressman Roybal: It was with great interest that I have learned of your concern and involvement with the forthcoming crime-prevention program for senior citizens.

Although I am working professionally as the senior citizen coordinator for the 10th district of Councilman Dave Cunningham, I am giving this statement today as a private citizen.

From October 1975, through February 1976, I attended three workshops and several meetings on crime prevention for senior citizens in Los Angeles. I believe that one workshop would have been sufficient. My observation is that these workshops did not accomplish what the publicity about them set forth. Something more constructive and effective is needed.

The fear of personal attack is an ever-present concern of many older people. It has caused many to become boxed in or recluses.

Flip Reade, teaching self-defense on Pepperdine and other campuses, was called in by a convent to teach the nuns self-defense. He worked out a program geared to their special setup. Within the last year, Mr. Reade developed a program for older men and women, to help them achieve awareness and confidence in coping with the fear and threat of personal attack. He offers psychological and physical training geared to their particular makeup and capacity. He is continuing to enlarge and refine this program in response to requests from various community agencies and groups.

I would like to recommend that your subcommittee explore Mr. Reade's program as a positive means of coping with the escalating violence, especially against the elderly.

Thank you very much.

Mr. ROYBAL. Will you please remain just a moment? I would like to find out more about Mr. Reade's program. Where is it being given or implemented, and where can we get a copy of his program?

Mrs. FERRIER. Mr. Reade gave it at the Beverlywood Senior Citizen's Center, which is at 18th and Figueroa, in Mr. Yaroslavsky's district. He is giving in-training for Mrs. DeMartinez, who is with the gerontology and adult education division of the board of education, on October 2d, and I would be glad to get information on it and forward it to you.

Mr. ROYBAL. We would like to have that, because we have had conflicting testimony with regard to the teaching of karate, for example.

Mrs. FERRIER. This is not karate.

Mr. ROYBAL. Well, a form of self-defense.

Mrs. FERRIER. There is a great deal of reinforcement and self-awareness. I think people can be boxed in from fear, and a lot of people are not aware of what is going on. I will be happy to furnish it to you.

Mr. ROYBAL. Well, I agree that a course can be given in which you teach the individual self-assurance, and things of that kind. But I am not convinced yet that a self-defense program for senior citizens is the answer. This is why I am interested in getting a copy of the proposal—to see what it really does do.

Mrs. FERRIER. And also, I neglected to say that as the program is envisioned, it would encompass law-enforcement and work closely with them. I think that is an important aspect.

Mr. ROYBAL. Margie, you and I have been associated in one way or another for the last, I would say, 28 years. We have worked together in the community service organization, and in various community projects. Very truthfully, I thought I would never see the day when both you and I would have to agree that we are senior citizens.

Ms. FERRIER. Thank you. It is really wonderful to see you here, and I am so glad that you are involved in it.

Mr. ROYBAL. Thank you very much.

All right. The next witness is Dolores Stroud. Will you proceed.

STATEMENT OF DOLORES STROUD

Ms. STROUD. My purse was snatched November 24th, 1975, and I reported this to the policeman. He told me to check with the investigator, and I did just that. They never came up with anything. I called Mr.

Berry on the 5th of April and told him I saw Jo-Ellen Brown with a picture of the boy who snatched my purse.

They never got around to questioning her, but I think the FBI did, because some of my Government bonds had been forged. He came to my door, and I told him, and so he said there was no problem. I told him this was where the boy would fit in. He didn't live with her, and he said there was no problem, so I am sure he had not questioned her.

But they finally questioned her August the 19th, and she came out there. She wanted to confront me, but I think she is mistaken. I don't think they have cleared it up yet. There was more than $200 cash in my purse. That is what I lost, but the bonds and the bankbook were given back to me. I had a valuable watch and a Parker pen, and my birthstone ring. All of my valuables, plus important papers were taken.

And then, after I lost my purse, I said, "Well, I am going to check this bill that Mr. Yenzig Lai gave me before he died." I helped him a lot, and he told me of flying a plane, and the Chinese people wanted him to go to China to train the young men, and I was looking for old coins. He went into the bedroom and brought this out and gave it to me. He gave me a strongbox to put it in and a key. It was in my trunk. It was locked in this strongbox, and they opened my trunk that was locked.

When I went to look for it, I found out that they stole it and a little brown button that goes with it, which was his open door to China. He gave it to me because he didn't want his daughter to go over there. He said he wouldn't give up his American citizenship.

They go into my apartment; they go into my trunk; they have stolen material; they steal thread; and they steal needles. All of this stuff is very vital to me. They just use me for a supply house.

Mr. ROYBAL. All right. Did you report any of this to the police department?

Ms. STROUD. Yes; and the policeman came one day, and I told him that someone had stolen a dress. It was a new dress. I looked in my closet, and came back. Someone had worn it and ruined it and brought it back, and I told the policeman about that. He said: "Don't you think it is about time for you to move?" I said: "Move where? Is the city fit to live in?" And so then they didn't say anything more about moving.

Mr. ROYBAL. All right. We thank you very much.

The next witness is Alice Richardson.

STATEMENT OF ALICE RICHARDSON

Mrs. RICHARDSON. My home has been broken into. I haven't slept in that home for about 3 years. I used to sleep in the front house with my friend, because the little house to the rear is between two alleys, one alley to the back and one to the side.

I would never stay in the house in the daytime, because everybody was working. So I would go over to my other friend's house and stay until about 4:30, until I thought somebody was home.

One evening I came in, and I opened the door. Just as I opened my front door, I noticed everything was scattered on the floor. I didn't go in. I yelled to my friend: "Somebody has been in my home." She called to her husband, and he went in. He went to the kitchen. There

was a French back door and a French front door. They broke the glass and got in, but they didn't take anything, because they were searching for money, I guess.

I didn't know the number of the police. I did call bunco, because they have been here one time and gave me a number to call. I called them, and they gave me a number to call the police.

Well, they came right away, and they looked around. I had the TV. They didn't take the TV because everything I had was disconnected. They might have thought that it was broken, because whenever I leave the house, I will disconnect everything, except the refrigerator.

They told me that they hadn't taken anything, and that was that.

Mr. ROYBAL. What time of the day did all of this happen?

Mrs. RICHARDSON. It must have been during the day, because it was about 4:30 when I arrived home. Everybody was working, you see. Because I never did stay in the house by myself.

Mr. ROYBAL. Thank you, Mrs. Richardson.

Mr. Hammerschmidt.

Mr. HAMMERSCHMIDT. I don't have any questions, Mr. Chairman. Thank you.

Mr. ROYBAL. Maria Elena Chavoya.

STATEMENT OF MARIA ELENA CHAVOYA

[Whereupon, Mrs. Maria Elena Chavoya presented a statement in Spanish.]

[Whereupon, Mr. Garza presented the following translation of Mrs. Chavoya's testimony:]

Mr. GARZA. She is here representing the Santo Domingo community. She is urging that they receive more police patrols, and she recommends that if the police department does not have the funds to do this, they should apply for Federal funds.

She goes on further to state that there is a great fear by the elderly of being victimized. The elderly are afraid to leave their homes in the evening due to what they consider a lack of police patrol. She is urging a closer relationship between the community and the police department. As a matter of fact, she is calling for some type of meeting where they can begin to develop some type of closer relationship with the police department.

She went on to describe that she was robbed twice at her home. One time, a master key was used to break in, and the second time they broke the window.

Mr. ROYBAL. This testimony concerning a closer relationship between the community and the police department is made at every hearing that we have. What is actually meant is that they want closer cooperation between the police department and the senior citizens. The word "community" is constantly used, but then when we talk to the senior citizen individually, they feel that that cooperation should be directed to the senior citizen population and to the various senior citizen community organizations.

I am sure that it is not the only desire on the part of senior citizens, but it is the one that they think is the most important, if some of these problems are ever to be solved.

Do you have any questions, Mr. Hammerschmidt?

Mr. HAMMERSCHMIDT. [replies in Spanish]. No questions.

Mr. ROYBAL. Thank you very much.

Lillian Mitchell. Is there anything you would like to say, Mrs. Mitchell?

STATEMENT OF LILLIAN MITCHELL

Mrs. MITCHELL. I was attacked twice, about 2 months ago. I was coming home from the City College, walking down Heliotrope to Santa Monica Boulevard, and I wanted to get something for dinner. It was only 5 o'clock, and I took a shortcut through a parking lot there, and someone hit me on the back of my head, and I went down. My head hit the cement and caused a big laceration, and I didn't know anything.

A lady put something under my head and called the ambulance. They took me to the emergency room at Hollywood Presbyterian Hospital, and I was there for 2 weeks. Then they put me in a convalescent home for 2 weeks, and I am still suffering in my head and neck.

The other time was about 3 years ago. I was waiting for a bus on Santa Monica and Vermont, or Santa Monica and Gower, going to a lecture about 7 o'clock in the evening. It was still light. It was kind of an isolated corner. The carwash was closed, the cemetery is on one corner, and the body shop was closed. I was looking to see if the bus was coming.

This man must have been driving by and saw me alone on that corner. He turned on Gower and grabbed me from the back, pinned my arms down, turned me around and shook me up. I had had surgery recently, and I was afraid he was going to hurt me. I pushed him away, and he got so mad. He already had my purse. He took me and threw me down, kicked me, and took my head and hit it on the sidewalk. I was hospitalized for a long time.

Just recently, I was in Ralph's Store with a cart. I am a little groggy yet from all this, and I was just going down the aisle with my cart and my purse was on the side. Two little Negro boys, one about that high [indicating], and one about that high [indicating], about 10, said: "What are you looking for, madam? What are you looking for?" I said: "I am looking for the raisins." "Oh, come here, I will show you." He got my attention to look, and the other kid took the purse and ran. The store couldn't do anything. The manager said: "Well, what can we do? They are gone."

That was the third time.

Mr. ROYBAL. Well, thank you very much for your testimony.

Is R. C. McConnell present? L. R. C. McConnell. Will you proceed, Mr. McConnell.

STATEMENT OF L. R. C. McCONNELL

Mr. MCCONNELL. What do you want me to talk about?

Mr. ROYBAL. Would you tell us what has happened to you.

Mr. MCCONNELL. Well, at the Cortez Hotel. I was robbed about quarter of 6. All I saw of the man was his bald head from the back. I couldn't identify him, but a lady up the street saw the man pass by. She said she never saw him before, so how could you do anything such as that?

Mr. ROYBAL. Was she afraid, then, to identify him?

Mr. MCCONNELL. I presume that she was.

Mr. ROYBAL. Did this happen in your hotel room, or was it in the lobby?

Mr. MCCONNELL. In my hotel room. They took my pants, my money, $225, and they took my papers. My bus stuff was found up in San Francisco.

Mr. ROYBAL. Well, do they have any security of any kind at that hotel?

Mr. MCCONNELL. None at all, that I can see. Now, Rampart did put one man, or two men out there, and the State put a man there, too, but you never see them, so you don't know.

They have a bar there. I think that is your biggest problem, and about 2, 3, 4 o'clock, they are lingering around.

They are also stealing batteries out in the parking lot, and they are using that as a privy, also. What you can do, or what you can't do, is something else. It is turned in to several agencies.

Mr. ROYBAL. Yes. Now, you have made a report of all of this to the authorities?

Mr. MCCONNELL. Yes.

Mr. ROYBAL. Do you have any questions, Mr. Hammerschmidt?

Mr. HAMMERSCHMIDT. Are there mostly older citizens where you live, or is there a mixed clientele?

Mr. MCCONNELL. It is a mixed type. The older citizens have to take what they can.

Mr. HAMMERSCHMIDT. Do they prey on the elderly more than on the other people?

Mr. MCCONNELL. Well, I don't know. I don't mingle with them, so I go and come as I please.

Mr. HAMMERSCHMIDT. Thank you very much.

Mr. ROYBAL. Thank you very much.

Is Emma Holzberger present? All right. Will you just speak into the microphone.

STATEMENT OF EMMA HOLZBERGER

Mrs. HOLZBERGER. On March 5, I walked to the store and carried my pocketbook at 1 o'clock in the afternoon. From behind me came a young teenager, about 14 to 15 years old, and he grabbed my pocketbook, and I fell down, and I broke my wrist. I had a big operation here. They put all the bones together, and I had a fracture on my pelvis, so I was in the hospital 4 weeks. Now I can walk a little better, and just get around a little bit.

He stole my pocketbook. He took my money out—I had $25 in a checkbook. He took my key, and everything. After that, I went to the Westwood Hospital, because I couldn't walk. A lady found my pocketbook in a ditch on Wilton Avenue and Melrose, where I live. She saw the car with three young teenagers, who were all white. But she couldn't get the license plate number because she was so excited. She brought my pocketbook to the police station, and my friend picked it up. My key was in it and my bankbook, and everything, but my money was gone.

Mr. ROYBAL. Now, what time of the day did this happen?

Mrs. HOLZBERGER. It was 1 o'clock in the afternoon on March 5. I didn't hear him coming. He came from the back, and he grabbed my pocketbook like this.

Mr. ROYBAL.-And that was March 5 of this year?

Mrs. HOLZBERGER. Yes; this year.

Mr. ROYBAL. This last March that just passed?

Mrs. HOLZBERGER. Yes; and the police came in a minute, because 5 minutes before my accident, they robbed another elderly lady. We both came in the same hospital together, and she broke her shoulder. I was in a cast longer because I couldn't walk. I had to learn to walk, and I am 85 years old.

Never in my life have I been in the hospital. I never was sick. I still swim today, and this is the only accident that has happened in my life.

Mr. ROYBAL. Are you saying that you still swim today?

Mrs. HOLZBERGER. Yes; I still swim today.

Mr. ROYBAL. You do this every day?

Mrs. HOLZBERGER. I am a good swimmer. Yes; I only want to mention it, because my bones are very strong, you know, but he knocked me down. I have 10 stitches here. The doctor put four pins in it. I had a very good doctor.

Mr. ROYBAL. Well, for the young people that are here, I think they ought to take note of the fact that here is a lady 85 years old and still swims every day.

Mrs. HOLZBERGER. Yes; and I am still working. I work as a volunteer in the senior citizen center down on Lafayette Park.

Mr. ROYBAL. Well, we thank you very much for your testimony.

Mr. Hammerschmidt, do you have any questions?

Mr. HAMMERSCHMIDT. I don't have any questions. We appreciate very much your testifying.

Mrs. HOLZBERGER. That is a report on the crime.

Mr. ROYBAL. All right. I will take that and submit it for the record.

Mrs. HOLZBERGER. I would like it back.

Mr. ROYBAL. The next witness, and probably the last, is Lieutenant Mossman, of the LAPD. We will have one more testify after the Lieutenant completes his testimony.

Will you proceed, Lieutenant.

STATEMENT OF LT. WILLIAM MOSSMAN, BUNCO SECTION, LOS ANGELES POLICE DEPARTMENT

Lt. MOSSMAN. Thank you. My name is Lt. William Mossman. I am the officer in charge of the bunco section for the Los Angeles Police Department.

I would like to comment just briefly on the fact that you had a previous witness who testified that she had not reported the crime to the police department. I believe it was a pickpurse-type crime that occurred in the downtown area. Unfortunately, it is a tragic case that we hear daily of people who have not reported those types of crimes to the police department.

For this subcommittee's information, we have a fulltime pickpocket team working undercover in the downtown Los Angeles area. They work the bus stops where our elderly people are frequently the victims of this type of crime, because they have to rely on public transportation, and because they are restricted to shopping in the downtown area.

BRIEFING ON ELDERLY CRIME VICTIMIZATION IN WASHINGTON, D.C.

THURSDAY, JUNE 3, 1976

U.S. HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON HOUSING AND CONSUMER INTERESTS,
SELECT COMMITTEE ON AGING,
Washington, D.C.

The subcommittee met, pursuant to notice, at 10:30 a.m., Senior Citizens Room, Senior Citizens Building, 635 Edgewood Street, N.E., Washington, D.C., Hon. Edward R. Roybal (chairman of the subcommittee) presiding.

Subcommittee member present: Representative Roybal of California.

Also present: Delegate Walter E. Fauntroy of Washington, D.C.; and Dr. Booker Yelder, director, Crime Prevention Program, National Program for Black Aged.

Mr. ROYBAL. Ladies and gentlemen, this meeting of the Subcommittee on Housing and Consumer Interests will come to order. Today we are holding the seventh of a series of hearings on criminal victimization of the elderly.

Officials from HUD, private senior citizens organizations, the FBI, the Law Enforcement Assistance Administration, and local law enforcement agencies have previously testified before the subcommittee. They have discussed their perceptions of the problem, provided the subcommittee with data, and evaluated programs they have implemented which are designed to alleviate the fear of crime as well as the actual incidence of elderly victimization.

The members of this subcommittee, however, realize that the input of senior citizens themselves, particularly those who have been the victims of crime, is a crucial component in any investigation of the problem.

This morning we will hear first-hand from elderly victims of crime in a large urban city. We want to involve the elderly residents of Washington, D.C., in the formulation of the legislative recommendations this subcommittee will make to the Congress of the United States.

In addition, we will also hear from officials of the District of Columbia, from the Washington Metropolitan Police Department and from Delegate Walter E. Fauntroy, who will be with us sometime during the morning.

It is my pleasure at this time to welcome our first witness, Lt. Kenneth V. Moreland, Commander, Criminal Investigation Division of the Washington Metropolitan Police Force.

Due to the fact we have many witnesses, we would like to ask you to limit your remarks. You may file with the committee any written testimony you may have. We would like to ask you some questions after you have concluded your remarks. Will you proceed, then.

STATEMENT OF LT. KENNETH V. MORELAND, COMMANDER, CHECK AND CONSUMER FRAUD SECTION, CRIMINAL INVESTIGATION DIVISION, WASHINGTON METROPOLITAN POLICE FORCE; ACCOMPANIED BY DETECTIVE SERGEANT ROBERT ELDRIDGE, DETECTIVE SERGEANT DONALD McCATHRAN, AND VERNON GIL, GENERAL COUNSEL, METROPOLITAN POLICE DEPARTMENT

Lt. MORELAND. Mr. Chairman, I want to thank you for this opportunity to appear before your subcommittee on the problem of the continuing victimization of the elderly.

The Metropolitan Police Department has for many years been aware of growing concern of the citizens of the District of Columbia about the problems of crime against the elderly. As Senator Harrison A. Williams, Jr., Chairman of the U.S. Senate Special Committee on Aging stated in the foreword of the book entitled "The Billion Dollar Swindle; Frauds Against the Elderly," "the Government can, and must, do several things to step up the fight against quacks and conmen. Most of all, we need to shed full light on the problem." We agree with Senator Williams and this has been the thrust of our department's attack of the problem.

Appended to my written statement are the Metropolitan Police Department statistics for crimes against persons, 60 and over, for the fiscal years 1974 and 1975 and for the first quarter of calendar years 1975 and 1976. Crimes against persons include the crimes of: Murder, manslaughter, negligent homicide, rape, attempt rape, sodomy, robbery, attempt robbery, pickpocket, purse snatching, aggravated assault, assault with intent to kill and mayhem.

These statistics show that there was a 15 percent increase in fiscal year 1975 over fiscal year 1974; but we are pleased to report a 13 percent decrease in the first quarter of 1976 as compared to 1975 in crimes against persons 60 and over.

The Los Angeles Police Department enjoys probably one of the lowest crime rates in pickpocket-pickpurse-type activity, I think, because of our aggressive enforcement action in that area.

I would like to read just a brief page or two, and then comment further.

The bunco forgery division of the Los Angeles Police Department currently has citywide responsibility for the investigation of many crimes of theft committed by means of false pretense, trick and device.

Within this category are included most confidence schemes, which experience has proven affect many of our senior citizens.

Although each and every one of us is a potential victim of the crafty salesmen or confidence men, our investigations have revealed that many fraudulent schemes are directed toward the elderly.

In certain respects, a crime against an older person may be considered simply as if it were a crime against a person of any age, and indeed, this has traditionally been the case within the criminal justice system. However, there appears to be a growing recognition that there is a distinctiveness about crimes against the elderly, and that when considered broadly in terms of physical, economic, social and psychological impact, these crimes warrant treatment as special categories.

Our case history has determined that singling out the elderly victim from the general population for special attention can be summarized, as follows:

There is a growing experience that older persons are particularly susceptible to fraud and confidence schemes. Older people are more likely to live alone in social isolation which increases vulnerability to crime.

Potential criminals are aware of the diminished mental capacity and the physical vulnerability of the elderly, and are thus more likely to seek out the elderly target.

Dependency on walking or public transportation is more likely among older persons who, for physical, financial or other reasons, are less likely to drive or own their own vehicle. This exposure to public view makes the elderly an easy target for the confidence man.

Elderly people are less likely to report crimes to the police department because of embarrassment or fear of being involved in an illegal act themselves.

The elderly are more often lonely, starved for friendship and easily excited. Seniors frequently suffer from diminished hearing, eyesight, memory and, hence, are ineffective witnesses in court.

The elderly are home more during daylight hours. Frequently, they are more susceptible to the confidence man that works from door to door, despite our public awareness programs.

We speak at many senior citizens meetings. A senior is no different than the average person. They will not accept the fact that they can be the victim of a confidence man. They will not accept the fact that a good salesman can sell them a product they really never wanted in the first place. That is human nature, I believe, and I don't believe it is a problem we will ever be able to overcome.

I have a list of crimes here, but I won't go into detail, because I am sure your subcommittee will have heard them several times before. There is the pigeon drop, the bank examiner, the fraudulent social security medicare or mediCal representative, the police impersonator,

the Latin charity switch (which victimizes our Latin-American community), the pickpocket-pickpurse (whom we have heard testimony here of today), the home repair schemes (our famous Williamson gang operates throughout the city yearly), and something you have probably heard very little of—the fortune teller. After gaining the confidence of an older person who might have lost every bit of hope for medical recovery from a serious illness, the fortune teller will drain every bit of money that person might have, making the elderly person think that they can cure this person's ills. It is a tragic situation.

We still believe public awareness programs are the greatest deterrent to this type of crime.

No matter how many uniformed officers you put on the street, no matter how many police cars you put on the street, they will have no effect on this type of crime. The greatest deterrent, in our opinion, is education and more training for the public. This is something you will never be able to measure.

I don't think you are going to be able to measure the effect of public awareness programs when it comes to fraud. It is just something that will have to be done, despite whether you can prove its effectiveness or not.

I have one last thing regarding proposed legislation. I have heard several things regarding victim assistance programs. I very seldom have heard something like this. Our investigations have revealed that it is common for an elderly person to lose thousands of dollars when induced by a confidence man to withdraw money from their bank account and hand it over to the suspect, which is common in the pigeon drop and the bank examiner scheme.

In some cases, the loss of money, sometimes an entire life saving, was prevented by the mere inquiry of a bank teller who suspected a crime was in progress.

Although we enjoy the cooperation of many of our banking institutions and savings and loan companies in preventing this type of loss, many banking institutions purposely instruct their employees not to become involved for fear of civil liability.

It is our recommendation that consideration be given to proposing legislation that would relieve banks, and their employees, of the liability for making an inquiry, or even temporarily denying a customer the withdrawal of their funds if they suspect a crime is in progress. It would involve simply relieving them of the responsibility for making an inquiry.

Thank you, gentlemen.

Mr. ROYBAL. Lieutenant, what is the liability at the present time?

Lieutenant MOSSMAN. Everyone is subject to civil suit. If I have a deposit with a bank and I go in to withdraw that money, the money belongs to me. If the bank withholds that money, for whatever reason, the bank, the bank employees and the police, if they become involved, are subject to civil suit.

Mr. ROYBAL. In other words, the individual who has money deposited in the bank has complete access to that money on demand?

Lieutenant MOSSMAN. Yes, sir.

Mr. ROYBAL. And what you are saying is that in the event that the teller suspects that a crime is in progress and tends to withhold that money, let's say for 24 hours, or whatever the time is, that he not be held liable?

Lieutenant MOSSMAN. My suggestion does not go to 24 hours. Merely an hour or 30 minutes, until the police can be called, arrive and talk to that older person and find out why they are withdrawing the money. At least they should be able to make an inquiry.

Many times, we salvage a person's life savings by merely questioning them and alerting them to a pigeon drop scheme. I am not talking about 24 hours. I don't think that is practical. I am thinking in terms of 30 minutes, 45 minutes, or an hour.

Mr. ROYBAL. You would suggest that it be no more than an hour's time, and that during that time, the police talk to the person who was withdrawing the funds, and then make a final determination?

Lieutenant MOSSMAN. Yes, sir. I have two investigators who are presently being sued for better than $100,000 for merely making an inquiry of a person who was rightfully asking to take money out of the bank. It was a large sum of money and the person was obviously an older person. The investigators should merely be able to ask for what purpose the money was being used. If they don't get a satisfactory answer, they can alert the person to some of the schemes that are going on, particularly the "pigeon drop" and the bank examiner. It might not be their business as to why that person is taking the money out of the bank, and I think a person has that privacy, but I think we should be allowed to caution them, without being subjected to civil liability.

Mr. ROYBAL. At the present time, even if they just caution the individual and withhold it just temporarily, they are still liable?

Lieutenant MOSSMAN. Yes, sir. Under the Financial Code and the Bank Privacy Act, the bank is now protected in providing financial records if a crime has been committed. This is in connection with forgery. The bank is protected from civil liability for providing those records if there is a criminal investigation in progress. Merely all it does is protect the bank from civil liability. That is all.

I am asking for something similar for banking employees if they suspect one of these schemes is in progress.

Mr. ROYBAL. Mr. Hammerschmidt.

Mr. HAMMERSCHMIDT. In these confidence schemes, is it difficult to get a conviction, or are the conviction rates pretty high?

Lieutenant MOSSMAN. The conviction rate is pretty good. The sentencing might not be what we desire.

Mr. HAMMERSCHMIDT. Do the same people go back into business? Are they repeat offenders?

Lieutenant MOSSMAN. Yes, sir. Confidence people are good salesmen. Not every crook can be a good salesman. Every bandit can pick up a gun, rob a liquor store, steal a woman's purse, or steal a vehicle. But it takes a good salesman to be a confidence man. If he is not good at that, he will have to get into some other line of business, so there aren't really that many good confidence men when you consider the entire criminal element.

Mr. HAMMERSCHMIDT. I don't have any further questions.

Mr. ROYBAL. Lieutenant, one more question. I realize that this is not part of your testimony, but you heard testimony this afternoon concerning a lot of purse snatching. Now, the woman was carrying her purse. It is customary for a woman to carry her purse no matter where

she goes. My wife won't go anyplace unless she has her purse, and I suppose that women, in general, are the same way.

Has the police department devised any means, or have they made recommendations as to what a woman should do to prevent the snatching of a purse?

Lieutenant MOSSMAN. Yes, sir, and we pass that on in virtually every senior meeting we attend. We advise them to carry it tightly under their arm with the flap toward the inside and all the valuable articles buried as deep in that purse as possible. Believe me, they can get in very, very deeply. Some of those purses contain an awful lot of articles, so bury your valuables—your watch and your money—as deep in that purse as you can. Carry it tucked under your arm, rather than dangling from your shoulder, with the flap in toward your body.

Mr. ROYBAL. In the testimony presented this morning, the women were carrying their purses hanging from their arms. That, of course, is something that you do not recommend?

Lieutenant MOSSMAN. Yes, sir.

Mr. ROYBAL. The recommendation of the police department then is that you tuck that purse under your arm, close to your body, and as tightly as possible?

Lieutenant MOSSMAN. Yes, sir.

In addition, we ask people to be aware of where they are at—if they are within their own home or if they are walking in a very quiet area where they would not expect to be a victim of a purse snatch. Be conscious if you are in a congested or crowded area. If you are at a bus stop downtown or you are waiting to go into a football game here at the coliseum, wherever it might be, if you are within a crowded area, be conscious of people around you and protect your valuables.

Mr. ROYBAL. Thank you very much, sir.

Lieutenant MOSSMAN. Yes.

Mr. ROYBAL. Bernie Stern. Will you please proceed.

STATEMENT OF BERNIE STERN

Mr. STERN. Thank you very much.

I was rather elated that the young lady on the right-hand side pointed out a whistle that she always carries with her. I would like to make mention of the fact that the black, plastic police whistle was used in 1972 by Wilshire division, Los Angeles Police Department, who, under the direction of Capt. Robert Tucker, division commanding officer, and Lt. Bert Dole, who passed away 2 years ago of cancer, devised a program with the citizens in the Wilshire area and called it: "Blow the Whistle on Crime."

"Blow the Whistle on Crime" was a concept devised also by members of the American Institute of Public Relations, all meeting together in 1972 to find some sure-fire way, if possible, where citizens can get involved in helping the police.

On my card you will notice, Congressman, that I have used a statement that Chief of Police Ed Davis allowed me to use, which is as follows, for the audience: "The police department cannot do the job by themselves. Crime prevention is a cooperative effort, and without citizen involvement, we can only be half successful."

"Blow the Whistle on Crime" is a concept of utilization of a police whistle that is encouraging citizen awareness and creating community awareness. It is encouraging citizen involvement in the war against crime by encouraging our women citizens to carry their whistle not in their purse, not around their neck where it can be used as a detriment against them, but on their key chain, held in the hand.

The young lady also made mention of a woman in Pasadena who had saved herself by utilizing a whistle. The article was as follows:

> Pasadena's "Blow the Whistle on Crime" program has helped a 51-year-old woman escape an attacker who was trying to rape her. The woman who was assaulted yesterday in a car behind her apartment on the 1100 block of Orange Grove Boulevard was carrying the whistle the police department and service clubs are distributing. When the suspect entered the victim's car and began beating her, she blew her whistle and frightened her attacker. He fled with the woman's purse.

There are many other articles similar to that, which I would like to pass on to you, which all lead to one thing: The training or retraining of our citizens, mostly women, but men, too, to discard the feeling of apathy has got to happen. It started to happen many years ago when citizens began to realize that the police are not the only ones responsible for the prevention and reduction of crime. This is a responsibility that has to be borne by all citizens alike.

"Blow the Whistle on Crime" is attempting to do what all crime-prevention programs are attempting to do and that is to make communities more aware of crime prevention, and their responsibility as citizens.

In March of this year, the J. C. Penney Co., collaborating with a local radio station, KFWB, put on a "Blow the Whistle on Crime" program for the entire month of March. J. C. Penney stores in two counties, Orange and Los Angeles County, gave out the police whistle with a key tab to every citizen that requested one, by coming into one of their stores, throughout the entire month of March. Some of the people here might have heard the public service announcements made by people such as Lloyd Bridges, James Franciscus, Max Gail of "Barney Miller," Charlton Heston, David Janssen, Hal Linden, Cameron Mitchell, and Robert Stack, just to mention a few. It was all part of a huge two countywide program to blow the whistle on crime.

I am here to make you people aware of the fact that there are positive programs that the LAPD has initiated and that major corporations throughout the country have involved themselves in.

To date, "Blow the Whistle on Crime" has been installed in over 275 cities throughout the country and is being sponsored by well over 100 organizations—fraternal, commercial, civic, chambers of commerce, et cetera.

Lloyd Scherer, in an article, tells about "Blow the Whistle on Crime," and talks about the fact that there are no funds available for police departments to buy whistles to issue them to citizens. But I assure you members of the subcommittee that when you hear something like this, where a woman of 80 years of age who was assaulted took out a whistle and blew it, and she claims: "If it hadn't been for that whistle, I might have been killed."

The whistle is not a panacea, as someone mentioned before. It is not a cure-all for crime. In fact, I imagine that if there was a police

officer next to every citizen of this country, there would still be crime. But there needs to be training of our citizens to make them aware through seminars, through the local media, through firms that deal with people, to make them more aware of how they, as individual citizens, can collectively help the police by helping themselves.

Mr. ROYBAL. Well, Mr. Stern, have the whistles been approved by the police department as a deterrent to crime?

Mr. STERN. Yes, sir, they certainly have. One of the PSA's, by the way, was Chief Ed Davis. After the whistle blew on the commercial, Chief Ed Davis talked about the whistle concept and "Blow the Whistle on Crime."

Mr. ROYBAL. All right. Just to give us an illustration, will you blow the whistle to see how loud it is?

Mr. STERN. Yes, sir, I will. [Demonstrates by blowing whistle.]

Mr. ROYBAL. That carries for a long way.

Mr. STERN. A heck of a long way, sir. One heck of a long way. In fact, if I may tell you about a case in 1964, which points out dramatically, and quite effectively, the need for citizen involvement.

In March 1964, in New York, Kew Gardens, Long Island—by the way, aside from National Director of this crime-prevention campaign, I am also the whistle supplier and manufacturer—a woman by the name of Kitty Genovese was walking in front of her own house at 1:30 in the morning. Most people who are aware of the Kitty Genovese case are not aware of the actual facts.

She was attacked by a knife-wielding suspect. She yelled and screamed, and nice, concerned citizens like those in this room, opened up their windows, turned on their lights and yelled down to the attacker, "Leave that woman alone." He looked up and shrugged and walked to his car a half a block way.

While he was walking to his car a half a block away, these nice, concerned citizens turned off their lights and shut their windows and went back to sleep.

When he realized that no help was coming for Kitty, he got her again in front of her building, and again these nice, concerned citizens turned on their lights and opened up their windows, because they heard a woman screaming, yelling, and pleading, "Save me. He is killing me."

This time these lovely people yelled down, "Stop making all that noise. It is late." They shut their windows and turned off their lights and went back to sleep.

The attacker, by this time, shrugged again, walked to his car, got into it, and drove around the block. Poor Kitty Genovese, looking for a place of refuge, found one inside of a vestibule. Up a flight of stairs was a door with a man living up above.

Well, he didn't see her. He just minded his own business. The attacker parked his car a block away and searched for Kitty. He found her in this vestibule, where he proceeded to rip her clothes, rape her, stabbed her again and took off.

When the police were called by the man up above, who called several of his friends to find out what should he do, all of them said, "Call the police, you damn fool. Something happened." He finally got on the phone and called the police and hung up rather quickly.

The police arrived within four minutes and found Kitty Genovese alive. On the way to the hospital, she died. After several weeks of

investigation, they found, much to their horror, that the attack took place over a 35-minute period of time, on three separate occasions, while 38 nice, concerned, interested neighbors watched, and no one did a thing. The most prominent answer was, "I didn't want to get involved," and the second answer was, "I thought somebody else called the police."

I make you aware of the campaign, so that you should know that there are positive things that are being done by what Police Captain Tucker thought might have been a gimmick at first. But as it is turning out, it is becoming the most important crime-prevention tool that the country has ever seen.

It goes back to the medieval days of the human cry, in the 10th and 11th centuries. When a crime was being seen by some citizen, the yell was given, and the human cry was raised, and under Norman Law, when the human cry was raised, every citizen was duty bound to assist in the apprehension of the criminal by voice or by horn. The horn is the forerunner of what the whistle means today: Security and a true crime-prevention tool.

Mr. ROYBAL. Well, Mr. Stern, we thank you very much.

Mr. STERN. I thank you.

Mr. ROYBAL. Now the last witness to testify is Ms. Nagano. Will you please proceed.

STATEMENT OF OTTOME NAGANO, CALIFORNIA STATE OFFICE ON AGING

Ms. NAGANO. I am Ottome Nagano, and I am going to read a statement that was prepared by Ms. Janet Levy, who is the director of the California Department of Aging.

Mr. ROYBAL. Will you proceed.

Ms. NAGANO. The California Department of Aging has been involved since May 1975, in a cooperative effort with the California attorney general's crime prevention unit to train staff persons of agencies and projects serving the elderly in basic techniques of crime prevention and consumer protection, and to acquaint them with community resources that are available to persons who have been victimized or who believe they have been victimized.

The overall goal of this continuing joint effort is to reduce the actual criminal victimization of the elderly population in California.

The training program is designed with the attorney general's staff maintaining responsibility for the actual training and planning the content, and the California Department of Aging and/or local area agencies on aging assuming responsibility for site arrangements and recruitment of participants.

The California Department of Aging will also be taking the major role in insuring ongoing follow-up activities by trained staff at their project sites.

The initial efforts between the two State agencies resulted in a pilot program which was conducted in Los Angeles city and county, and resulted in six 1-day training sessions, in which 230 staff persons throughout the area were trained.

The Los Angeles effort expanded to include extensive media coverage, and a declaration of February 1976, as "Prevention of Crimes

Against the Elderly Month." Also, during this period, follow-up training activities were held at project sites throughout the county.

Since the pilot program in Los Angeles proved successful, both the California Department of Aging and the attorney general's crime prevention unit officially agreed to proceed with the crime-prevention training program. Orientation meetings have been held for representatives of all of our planning and service areas, and training workshops either have already been conducted, or are in the planning stages in many of the areas.

Our long range goal for this program is to incorporate crime-prevention training and consumer information into the ongoing activities of the majority of our projects throughout the State. By utilizing and coordinating trained project staff and local community resources, we anticipate that training or information sharing sessions can be conducted by projects on a regular basis by emphasizing a different phase of the program each session. Additionally, up-to-date information can be maintained by our information and referral staff.

Fear of crime is a major factor in the lives of many of our older citizens and acts effectively to make them prisoners in their own homes.

It is our hope that through the efforts of this program, and the publicity and community support that it has received, we can develop an awareness in older people of some of the crimes and frauds to which they are particularly vulnerable and provide them with some specific tools and techniques for prevention that are available to them.

In this way, perhaps, we can develop a sense of community crime prevention among older people and a more solid defense against criminal elements that may seek to victimize them.

Thank you.

Mr. ROYBAL. Well, we thank you very much, Ms. Nagano.

Do you have any questions, Mr. Hammerschmidt?

Mr. HAMMERSCHMIDT. No; thank you very much.

Mr. ROYBAL. Well, ladies and gentlemen, this completes our hearing.

As you know, we have been busy all day. We started early this morning, and it is our intention to take all of the testimony, put it into a proper form, and then make recommendations to the House of Representatives.

There is a similar committee on the Senate side, and they, too, have conducted hearings and will be making recommendations to the Senate.

We will then get together and make combined recommendations, to the Congress as a whole. It also means that each and every member of the committee can make recommendations of his own and can also present legislation. Each and every one of us, no doubt, already have plans for the presentation of legislation starting next January.

When the report is completed, we will make it available to the various senior citizen organizations. We will try to get it ready by the end of the year, hoping that everything will be in order for final presentation to the Congress next January.

We wish to thank each and every one of you for being present this afternoon. We thank those who testified and thank the individuals who are responsible for making this facility available. We need this type of cooperation. I thank you very much.

We also wish to thank the Los Angeles Police Department for their presentation. I look forward to working with them toward the solution of some of these problems. I realize that there is a long way to go yet, but we must involve ourselves as a community and its community people, in an attempt to solve these problems and cooperate wholeheartedly with the local law enforcement authorities.

May I thank the gentleman from Arkansas, Mr. Hammerschmidt, who incidentally is a long way from home. He took this day off to be with us. I have already welcomed him to my district, introduced him to you, who are my constituents. He has met quite a few of you. Now he can go back to his own district and tell them there that he met some very nice people in Los Angeles.

Mr. HAMMERSCHMIDT. Mr. Chairman, let me just say to these people, to you folks, once again, how pleased I am to be in the district of a man as hard-working as Ed Roybal; a man who I know is very committed to finding solutions to the needs of elderly citizens, so it is really my pleasure and honor to be with you today.

Thank you.

Mr. ROYBAL. Thank you very much.

The meeting is adjourned.

[Whereupon, at 4:25 p.m., Saturday, September 18, 1976, the hearing was adjourned.]

NINETY-FOURTH CONGRESS

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SELECT COMMITTEE ON AGING
SUBCOMMITTEE ON HOUSING AND CONSUMER INTERESTS
717 HOUSE OFFICE BUILDING ANNEX 1
Washington, D.C. 20515
(202) 225-2937

November 24, 1976

Mr. Jose S. Carza
Staff Director
Subcommittee on Housing
and Consumer Interests
Select Committee on Aging
717 HOB Annex #1
Washington, D.C. 20515

Dear Jose:

The elderly crime victimization hearings held on June 3, 1976, in Washington, D.C. and on September 18, 1976, in Los Angeles, California, should be printed as one volume.

I suggest that we take this course of action because both hearings deal with the personal experiences of elderly crime victims. Further, I was the only member of the Subcommittee present during the Washington, D.C. hearing, and otherwise it cannot be printed as a hearing.

Thank you in advance for your consideration.

Sincerely,

Edward R. Roybal

EDWARD R. ROYBAL
Chairman
Subcommittee on Housing
and Consumer Interests

ERR/mp

COMPLAINANTS FOR CERTAIN OFFENSES
BY AGE GROUP AND SEX

CLASSIFICATION OF OFFENSES	60 & OVER M 1stQ1976	60 & OVER M 1stQ1975	%CHANGE *	60 & OVER F 1stQ1976	60 & OVER F 1stQ1975	%CHANGE *	TOTAL M & F 1stQ1976	TOTAL M & F 1stQ1975	%CHANGE *
MURDER	1	1	-	2	1	+100.0	3	2	+50.0
MANSLAUGHTER	-	-	-	-	-	-	-	-	-
NEGLIGENT HOMICIDE	1	1	-	-	-	-	1	1	-
TOTAL	2	2	-	2	1	+100.0	4	3	+33.3
RAPE	-	-	-	-	3	-100.0	-	3	-100.0
ATTEMPT RAPE	-	-	-	-	1	-100.0	-	1	-100.0
CARNAL KNOWLEDGE	-	-	-	-	-	-	-	-	-
ATTEMPT CARNAL KNOWLEDGE	-	-	-	-	-	-	-	-	-
TOTAL	-	-	-	-	4	-100.0	-	4	-100.0
SODOMY	-	-	-	-	-	-	-	-	-
INDECENT ACT - CHILD UNDER 16	-	-	-	-	-	-	-	-	-
ENTICING CHILD UNDER 16 FOR IMMORAL PURPOSES	-	-	-	-	-	-	-	-	-
TOTAL	-	-	-	-	-	-	-	-	-
ROBBERY	128	149	-14.2	64	57	+10.5	192	205	-7.3
ATTEMPT ROBBERY	12	13	-7.7	4	3	+33.3	16	16	-
PICKPOCKET	27	18	+50.0	14	15	-6.7	41	33	+24.2
PURSE SNATCHING - FORCE	-	1	-100.0	11	19	-42.1	11	20	-45.0
PURSE SNATCHING - NO FORCE	5	4	+25.0	102	139	-27.3	107	143	-25.9
ATTEMPT PICKPOCKET	1	1	-	-	-	-	1	1	-
ATTEMPT PURSE SNATCHING	-	-	-	2	1	+100.0	2	1	+100.0
TOTAL	173	185	-7.6	197	234	-16.7	370	419	-12.6
AGGRAVATED ASSAULT	12	21	-42.9	11	5	+120.0	23	26	-11.5
ASSAULT WITH INTENT TO KILL	-	-	-	-	-	-	-	-	-
MAYHEM	-	-	-	-	-	-	-	-	-
TOTAL	12	21	-42.9	11	5	+120.0	23	26	-11.5
GRAND TOTAL	187	208	-11.1	210	244	-14.8	397	452	-13.1

* Adjusted for extra day in February 1976

COMPLAINANTS FOR CERTAIN OFFENSES
BY AGE GROUP AND RACE

CLASSIFICATION OF OFFENSES	60 & OVER 1stQ1976-1stQ1975 W	W	%CHANGE*	60 & OVER 1stQ1976-1stQ1975 N/W	N/W	%CHANGE*	TOTAL W + N/W 1stQ1976-1stQ1975		%CHANGE*
MURDER	-	1	-100.0	3	1	+200.0	3	2	+50.0
MANSLAUGHTER	-	-	-	-	-	-	-	-	-
NEGLIGENT HOMICIDE	1	-	INFINITY	-	1	-100.0	1	1	-
TOTAL	1	1	-	3	2	+50.0	4	3	+33.3
RAPE	-	1	-100.0	-	2	-100.0	-	3	-100.0
ATTEMPT RAPE	-	1	-100.0	-	-	-	-	1	-100.0
CARNAL KNOWLEDGE	-	-	-	-	-	-	-	-	-
ATTEMPT CARNAL KNOWLEDGE	-	-	-	-	-	-	-	-	-
TOTAL	-	2	-100.0	-	2	-100.0	-	4	-100.0
SODOMY	-	-	-	-	-	-	-	-	-
INDECENT ACT - CHILD UNDER 16	-	-	-	-	-	-	-	-	-
ENTICING CHILD UNDER 16 FOR IMMORAL PURPOSES	-	-	-	-	-	-	-	-	-
TOTAL	-	-	-	-	-	-	-	-	-
ROBBERY	106	88	+19.3	86	117	-27.4	192	205	-7.3
ATTEMPT ROBBERY	8	7	+14.3	8	9	-11.1	16	16	-
PICKPOCKET	31	26	+19.2	10	7	+42.9	41	33	+24.2
PURSE SNATCHING - FORCE	7	16	-56.3	4	4	-	11	20	-45.0
PURSE SNATCHING- NO FORCE	65	78	-17.9	42	65	-35.4	107	143	-25.9
ATTEMPT PICKPOCKET	1	1	-	-	-	-	1	1	-
ATTEMPT PURSE SNATCHING	1	-	INFINITY	1	1	-	2	1	+100.0
TOTAL	219	216	+0.5	151	203	-26.6	370	419	-12.6
AGGRAVATED ASSAULT	5	5	-	18	21	-14.3	23	26	-11.5
ASSAULT WITH INTENT TO KILL	-	-	-	-	-	-	-	-	-
MAYHEM	-	-	-	-	-	-	-	-	-
TOTAL	5	5	-	18	21	-14.3	23	26	-11.5
GRAND TOTAL	225	224	-0.4	172	226	-25.4	397	452	-13.1

* Adjusted for extra day in February 1976

At this point I would like to direct my remarks away from crimes against persons, and direct my attention to what is classified as crimes against property, such as confidence schemes and frauds. These types of crimes, in many respects, have a much more devastating effect on the elderly. In today's modern society law enforcement officers and many citizens are aware that the confidence operators are among the elite of the criminal world and that these most intelligent perpetrators continue to use elderly victims as their primary targets. These criminals are very selective about their victims and take advantage of those older people who suffer from diminishing mental facilities, and are lonely but pleased to have someone with whom to talk. In older people the confidence artist takes advantage of the elements which make the con scheme successful: Superstition, sympathy, sex, greed (or lust for wealth), loneliness, and diminishing mental facilities.

In many cases this con artist, who is known for his ability to deal with people of all cultural backgrounds, attempts to persuade the intended victim to get involved in a somewhat dishonest venture, a so-called sure thing, where the victim is led to believe that he'll profit at the expense of an unknown party. However, the adventuresome victim is the loser in the end.

The conman is aware that only approximately 5 to 10 percent of con victims ever report the offense to the authorities, often for reasons of embarrassment or the assumption that they themselves have violated the law and are not in a good position to prosecute. This, too, is a talent of the con artist, which is characterized as "cooling the complainant," encouraging him not to report or prosecute.

The most prevalent and current con schemes practiced in the Washington area are the pigeon drop, trust game and bank examiner swindle. The fact that a great majority of the elderly citizens in the Metropolitan Washington Area are on a substantial retirement pension from Government service, makes the area a haven for the conman. In spite of our efforts to curtail the susceptibility of the elderly to this type of crime, their victimization continues to increase.

Our department has embarked on a widespread educational and informational program in an effort to alert the elderly citizens and the financial institutions. Detective Sgt. Robert A. Eldridge of the check and fraud section, who is with me here today, a 34-year veteran of our department and noted expert in the field of con games, has participated in lectures and a film presentation to senior citizen groups, church groups, civic groups, local banks, the American Institute of Banking, radio and television programs, and has had several articles published in local papers and magazines. A confidence schemes program was prepared in conjunction with our community relations division for use in the speakers bureau presentations for senior citizens. Other topics of lecture and film presentations from the speakers bureau are:

Burglary in the private residence.
Safety tips for women.
Robbery and the private citizen.
Always think prevention.
Traffic safety program.

While we are encouraged by our program in communicating with the public and business community, a more coordinated effort is needed to prevent this type of criminal activity.

In 1975 our department became aware of a need to train and organize investigators for the detection and investigation of consumer fraud complaints, with a view toward criminal prosecutions. Until this time this function was being handled on a limited basis by members of the check and fraud section along with their other responsibilities. The Metropolitan Police Department Consumer Fraud Unit was officially formed on May 1, 1975. The formation of this unit was based on the department's awareness of the growing problem of criminal frauds committed against consumers in Washington, D.C.

This unit handles the following types of cases:

1. Home improvement—interior and exterior.
2. Charitable solicitations.
3. False advertisement.
4. Real estate fraud.
5. Investment fraud.
6. Moving and storage fraud.
7. Odometer rollback.
8. Retail sales fraud.
9. Auto fraud.
10. Retail sales.
11. Repairs.
12. Financing.
13. False registration.

Representatives of this unit have also participated in the public communications program.

A program outlining the existence of the unit was prepared with Virginia Knauer, Special Assistant to the President of the United States on Consumer Affairs for use on 500 radio stations throughout the country. The unit has also lectured to the uniform officers of the patrol division to inspire a greater awareness and interest on the part of the patrol officer in detecting and preventing this type of crime.

The type of crime this unit handles that most affects the elderly is the home improvement fraud. This type of offense is most usually perpetrated by large groups of itinerants who travel up and down the east coast specializing in waterproofing roofs, gutters, and driveway sealer.

In these cases there are no set prices, usually the older the victim the more money charged.

In 1974 there were 146 cases reported. In 1975 there were 24 cases reported. A more detailed statistic chart accompanies the text of my statement.

In 1974, as an example, a case was brought to the attention of the check section in which an itinerant roof repair team had obtained $3,568 from an 82-year-old retired military man, and were attempting to get an additional $6,000 from him when discovered by a relative. Investigation revealed that the actual cost of the roof repairs was approximately $500 to $600. Indepth investigation revealed that one or more members of this team had contacted the victim originally in 1970 and had received an average of $5,000 each year for alleged repairs.

Another case example: A team of itinerants charged an 81-year-old woman $480 for spraying aluminum paint on the inside of 47 feet of

guttering. This same team went up the street to an identical house owned by a 47-year-old male and sprayed the entire room for $50.

These cases illustrate the manner in which the elderly are victimized. These figures for 1974 and 1975 are not a true picture of this problem because the majority of these types of cases go unreported. An important deterrent to the continuation of this type of offense is the reporting of the complaint to a law enforcement agency or one of the consumer agencies in the metropolitan area, so that a proper inquiry can be conducted and documented. Our department also has developed a communication network along the east coast with other law enforcement agencies exchanging information as to the whereabouts of the subjects responsible for this type of offenses.

This type of investigation is very time consuming and must be coordinated with the local Office of Consumer Affairs.

However, in our limited experience in this area of investigation, we feel the greatest deterrent to this type of offense is the education of the public through the various public media and sources within our department. It is also extremely important to encourage the accurate reporting of alleged offenses of this nature.

When dealing with home improvement repairs, the public is encouraged to:

One, beware of a low price.

Two, ask subjects for reference and check them before having work done.

Three, if subjects are going door to door, ask to see their license—District of Columbia vendor's license. If they cannot produce same, contact a law enforcement agency.

Mr. Chairman, we feel that the key to any effective program to curtail the victimization of the elderly must be based on continued education and information to alert and warn the public, and on the continued encouragement of the elderly to report all such incidents to the authorities. Thank you for this opportunity to express our views. I will be happy to answer any further questions you may have, along with Detective Sgt. Robert Eldridge, Detective Sgt. Donald McCathran of the consumer fraud unit, and Mr. Vernon Gil, general counsel, Metropolitan Police Department.

Mr. ROYBAL. Testimony before the committee has indicated that the senior citizen doesn't report crimes against them. You made a statement on page 3 that the conman is aware of the fact that only 5 to 10 percent of the con victims ever report or make a report to the police department. Is this generally true of all crimes?

Lieutenant MORELAND. The percentage of crimes which are reported, I would say would be much lower.

Mr. ROYBAL. But it is true that the senior citizen reports crimes less than the general population.

Lieutenant MORELAND. Yes, sir.

Mr. ROYBAL. On the other hand, it is your contention that more crimes are perpetrated against the senior citizen than the general population. Would you say that is on the increase or do you see that it is now on the decrease?

Lieutenant MORELAND. Crimes against the elderly?

Mr. ROYBAL. Yes, sir.

Lieutenant MORELAND. I would say it is on the increase. I can only base my judgment on reported crimes.

Mr. ROYBAL. I would like to know how you keep a record of crimes reported. Do you classify each crime as to the type of crime itself? Do you also take the age of the individual who is being victimized? Because reports before our subcommittee have indicated that police departments don't record the age of the victim. I want to know what your department does.

Lieutenant MORELAND. In the classification which is part of the uniform crime reporting codes of the FBI, crimes against persons are classified and broken down by age. The victims are asked their age when they report the crime.

Crimes against property such as burglary, larceny, confidence schemes, consumer fraud, the victims normally are not required or requested to give their age.

Therefore, statistical data in that area is very hard to come by, I agree.

Mr. ROYBAL. In cases of street crimes, purse snatching and so on, you do keep it by age?

Lieutenant MORELAND. Yes, sir, the attached report shows how we were able to pull from our computer records the report I have included with my testimony as to crimes against persons. They had it broken down in age groups normally in 5- to 10-year spans.

Mr. ROYBAL. This committee has also been told most of the street crimes perpetrated against the senior citizens are usually made by teenagers.

Have you found that to be a fact in Washington, D.C.?

Lieutenant MORELAND. I personally don't deal with that type of crime but in my past experience, I find that to be the case.

Mr. ROYBAL. Does your department keep a statistical record of this type of crime by age, incidence, so forth?

Lieutenant MORELAND. I don't know if they keep that and correlate it with the victim. I can't answer that question. They keep arrests by age groups.

Mr. ROYBAL. Would you answer that question?

Mr. GIL. We do keep records as has been indicated but I don't know that it has ever been correlated or that it can be.

We would be happy to furnish the committee, however, with a copy of our annual report indicating the ages of the perpetrators of crime. You will see, there is a large number of teenagers.

Mr. ROYBAL. One other point which is made is that there is a great deal of fear on the part of the senior citizen. The fear is such that the senior citizen doesn't want to leave his residence even during the day. Do you find that to be a fact in Washington, D.C.?

Lieutenant MORELAND. Yes.

Mr. ROYBAL. I would think the same fear that is found in the Washington metropolitan area would be found everywhere else. The senior citizen, because of that fear, is confined to his home. I think the community as a whole loses out because there is not that constant contact with the senior citizen.

I have one other question I wanted to ask. That is, what happens to the individual who commits the crime of fraud, for example? You have indicated there have been several instances where so much money

was taken for a job which costs one-tenth of the amount. When that individual is caught, what happens to him?

Lieutenant MORELAND. We normally, in the D.C. area, prosecute under title 22 of the D.C. Code, false pretenses or larceny after trust, which carries a maximum of 3 years penalty.

Mr. ROYBAL. Does he still operate his business after he is convicted? Suppose instead of getting the maximum 3 years he is put on probation. Does he still operate?

Lieutenant MORELAND. We find in this type of crime as in other white-collar crimes, the sentences are not commensurate with the amount of loss.

Mr. ROYBAL. One wouldn't want to really criticize the judiciary, the judges on the bench, but sometimes one has to. We have information that the judges are too easy on those who victimize the senior citizen. Do you find that to be the case insofar as your experience is concerned? Or is it the same as in any other crime?

Lieutenant MORELAND. I would say it is the same across the board with white-collar crimes that my unit personally deals with. I wouldn't want to make a statement in relationship to the crimes against persons because I don't deal personally with those.

Mr. ROYBAL. Do you think the judges could be a little tougher?

Lieutenant MORELAND. Yes, sir.

Mr. ROYBAL. Mr. Fauntroy, do you have any questions?

Mr. FAUNTROY. Thank you, sir. I have none.

Mr. ROYBAL. I would like to introduce the next witness, a colleague of mine who needs no introduction; he is a Member of the House of Representatives and has done an excellent job for the District. It is indeed a pleasure for me to present to you the Honorable Walter E. Fauntroy, from the House of Representatives, representing the District of Columbia.

Will you please take the witness chair.

STATEMENT OF HON. WALTER E. FAUNTROY, A DELEGATE IN CONGRESS FROM THE DISTRICT OF COLUMBIA

Mr. FAUNTROY. Thank you so much.

Chairman Roybal and members of the committee, I am most appreciative of the opportunity to appear before this Select Committee on Aging to make a few remarks on the problems of crime and its impact upon the elderly. I am especially appreciative of the fact that this committee has chosen to come into the community and to hear directly from those who are affected by these tragic events.

Along with all of the other problems of growing old, declining incomes, the loss of friends and relatives, and the potential for debilitating disease, many of our citizens must also contend with crime. In a time when the years after age 50 should be golden, they are often, instead, tragically marred by crime.

In Washington, D.C., the 1970 census projects that persons over the age of 50 compose 25 percent of the population but suffer 35 percent of the crimes committed. The financial costs are staggering, but more debilitating are the social and economic costs of crime against the elderly. Very often, the psychological consequences require greater recovery time than the physical injury.

A street robbery may mean that one never goes out again at night. It may mean living in fear of the dark so that one ceases to enjoy the sights and sounds of a lively city, of quiet evening, and a gentle stroll.

Going to church becomes a major undertaking. The elderly fear going alone, and they certainly cease to attend the midweek services. This is more a tragedy than it would seem. In the first place, the church is very often the only source of comfort that an elderly person has remaining in his or her life. The midweek services are often coupled with a meal that is an important staple in the diet and nutrition planning of the elderly. For them to miss out on these services, which are not costing any government moneys, is a psychological cost to them and a monetary cost to the Government which must now provide these services.

I know that I need not say anything about going to the bank; about cashing the social security or pension check; about living hand to mouth and not receiving the check because it was stolen from the mailbox.

In recent months, the Social Security Administration has provided a plan whereby checks can be sent directly to a bank. While that substantially reduces the numbers of lost and stolen checks, it doesn't eliminate the difficulties that the elderly encounter in going to the bank, in going to the store, and in going out generally. In any event, I think we just ought to recognize the fact that this plan recognizes the power of our criminal elements over our senior citizens and is merely a way to get around them—it doesn't address the problem of why people attack the elderly.

Aside from the fact that the elderly are easy victims, there are other considerations. Ours is a society that places much value on the vitality of youth. Indeed, one might say that ours is a youthful or youth-oriented society. We neglect the elderly; we force them to find their own housing; we make them subsist on welfare that is inadequate, and we cry shame, shame when they have failed to save enough to carry themselves in the dignity that we think people ought to have.

Very much of the fact of crime against the elderly can, in my estimation, be directly traced to the lack of respect that our society generally provides for them. We have failed to provide housing. Even though we do have an elderly housing program, we clearly do not have enough of it.

I note in the audience a man for whom this room is named and who, while in the Department of Housing and Urban Development, has given us great leadership in developing units such as this and others around the country. But I assure you until we give much more attention in terms of funds, and dedication, and support to public officials as to the elderly citizens in units such as this, we won't face the problem the vast majority of our citizens have to contend with.

I cite to you the example inserted into the Congressional Record on November 23, 1971, wherein Senator Church details the findings of Senator Harrison Williams of the life of a lady in the Arthur Capper housing project in our own city.

The crime of which this poor lady has spoken need not take place—at least not against her—if we had provided our senior citizens with adequate housing.

I realize, of course, that certain statistical analyses will indicate that the elderly are less the victims of crime than the other age groups. To

say, however, that the rate of crime against persons age 50 and over is 35 per 1,000 population, while it is 90 per 1,000 population for those aged 16–24 is meaningless.

I think the testimony immediately preceding mine to the effect that there is a great reluctance on the part of senior citizens to report crimes against them has an impact on the popularly stated statistics which are probably far below the actual experience of crime that our senior citizens have.

Persons in the younger age bracket very often are victims of crimes which they tend to encourage by dress, by their personal lifestyles, and, of course, the trauma is generally less severe than upon an older person.

Crime is a serious problem for all of our people. It is a more serious problem for the elderly than the statistics would tend to indicate. This need not be the fact, however, if we would merely seek ways to aid our elderly.

I would like to suggest a few ways to help the elderly.

Among the short-term physical could be the implementation of the 1971 recommendations of the White House Conference on Aging where it was recommended that:

> • • • making physical protection and crime prevention an element of the planning of facilities for the elderly; expanding police protection of minority neighborhoods; establishing formal liaison between social service agencies and police departments so that elderly (who are) victims of crime can obtain all necessary assistance; providing better street lighting; making training grants available to police officers and others to acquaint them with the special situation of the elderly and their special susceptibility to particular types of crime; and granting Federal funds to State and local prosecuting officers to expand or establish fraud units which are well acquainted with schemes used to deceive the elderly.

I am pleased to note, as you have noted, that we have done this in our city.

The longer term solution comes, of course, in changing the attitudes of our society towards the elderly. We must seek ways to build the respect for our elders that used to exist. We must seek ways to keep them productive in our society so that they are visible people making a visible contribution which is valued by all, and, above all, we must have a governmental policy which recognizes the elderly as people who are not to be shut away out of sight and out of mind.

Mr. Chairman, again I am grateful to you and members of the committee for coming to Edgewood Terrace and the H. R. Crawford Room; and to the citizens who are in the best position to inform the committee of the problems we face, reflecting the same problems across the Nation.

Mr. ROYBAL. Thank you very much for an excellent testimony. I would like to go over two or three things with you. That is, I found great interest in your statement regarding the fact that the senior citizen has fear of going alone to midweek services at the local church.

This is something, to be truthful with you, that I hadn't followed. It never occurred to me that because of fear they wouldn't be going to church.

How widespread is this? Has attendance been declining over the last few years more than at a time, say, when you first started in the ministry?

Mr. FAULKROY. I have been minister of my home church for 18 years. We used to hold evening services on Sundays and two midweek serv-

ices. I guess about 12 years ago we decided we had to drop the Sunday evening services because our elderly citizens were just too frightened to come out at night.

In the last 4 to 5 years, our midweek services, I am sad to report, have also fallen victim of that fear. I am sure our church shares this experience with churches all over the community. We have attempted to solve that problem by purchasing a bus and picking up the citizens and bringing them to the church and returning them to their homes.

But the fear of going to church in other than bright daylight hours is widespread in the city. I find that to be true across the Nation as well.

Mr. ROYBAL. This subcommittee is going throughout the Nation to hold hearings and that is one question I am going to ask. I want to know whether the situation you have described is nationwide. I would think it is. It is a sad thing to have to admit that people are so frightened they can't even go out to church during the week or on Sunday evening.

You made reference to the White House Conference. I think it was a wonderful conference but I think that was the end of it. I don't think any of their programs were implemented and very little was done to remedy the situation.

This committee has been asked to hold another White House Conference. I think what we need to do is make the necessary recommendations to the Congress of the United States, so those recommendations made by the White House Conference will actually become a reality. Do you agree with that statement?

Mr. FAUNTROY. Without question, Mr. Roybal, I think we have studied these issues enough to be able to give the senior citizens the type of protection they are entitled to.

[Applause.]

Mr. FAUNTROY. I know this will go not only from your committee but to other officials who are able to afford that protection.

Mr. ROYBAL. We have already started that process in the Appropriations Committee. I was instrumental in making funds available for housing for multipurpose centers which, incidentally, had been authorized but no money had been appropriated. What good does it do to pass a law then not supply the money necessary to implement it? I know you are interested in this and we are appreciative of the help you have given this committee. After we have completed our hearings we will make further recommendations to the Congress and hope the Congress will listen. The reason we are holding these hearings is to make it possible for members of the subcommittee to hear firsthand the problems of the area but also to serve as an inducement for those of us on the committee to make the proper recommendations, then fight for those recommendations on the floor of the House. You are most effective on the floor of the House and I am going to thank you in advance for the help I know you are going to give us.

Mr. FAUNTROY. Mr. Chairman, I again want to thank you for coming to the community. I know some of the people who are going to testify here today. You are going to hear it like it is. You are going to have the experience of vicariously living through criminal attacks, through the frustration of not being able to get checks or having them taken away from you, either by theft or by robbery. I just hope what

the citizens in this community will say to you will be burned into the thinking of the Members of Congress and will move them to respond as I am sure you want them to respond in both these appropriations and authorization matters.

Mr. ROYBAL. Thank you very much.

Our next witness is Albert Russo, Deputy Director, Department of Human Resources.

After we hear from Mr. Russo, we will hear from various other witnesses who live right here in the center.

STATEMENT OF ALBERT RUSSO, DEPUTY DIRECTOR, DEPARTMENT OF HUMAN RESOURCES

Mr. RUSSO. My name is Russo.

Mr. Chairman, it is a pleasure for me to testify before your committee on behalf of Mayor W. Washington and Mr. Joseph P. Yeldell, Director, D.C. Department of Human Resources.

Mr. Chairman, those of us who carry responsibility for developing programs with public funds to combat the causes of crime and to ease the suffering of its victims are aware that we are engaged in a war against crime in our cities. As in any war, we are waging many battles and counting many casualties. It always seems that the innocent, who in this case are our children and our elderly, are the most vulnerable.

Sometimes as we look at the perpetrators of crimes we are shocked to find ourselves locked in combat with our own children. It is the children who too often are responsible for the crimes against our parents.

We have funded studies, mounted demonstration projects, documented our experiences, and produced ambitious plans to get at the root of our problem. We know that if we ever are to reach the deep-seated causes that we must begin with our children. The District of Columbia Department of Human Resources has looked carefully at this approach and in the past 2 years developed a comprehensive child care plan which, if fully implemented, could be the answer to breaking down the patterns of urban life that lead to delinquency and result in one of the most horrible symptoms of our urban blight—the despicable, contemptible crimes against our elderly.

The District of Columbia Department of Human Resources has always recognized its responsibility to protect the elderly and to provide services for those who are victimized by crime. In 1968, we participated in a highly successful Department of Health, Education, and Welfare-funded demonstration project on protective services to the elderly. This 3-year project resulted in this service becoming an integral part of programs for adults in the Bureau of Family Services within our Department's Social Rehabilitation Administration. It is currently funded through appropriation and by title XX of the Social Security Act. We have opted to provide this service to any older person regardless of income.

In 1970, our Division on Aging administered a study on "Metropolitan Police Contacts with the Elderly" which is directly concerned with the interest of this subcommittee. This was tagged Project Assist and, although a very modest demonstration effort, it had completely documented and developed valid recommendations for dealing

with the older victims of crimes. The study demonstrated how the police and the social agency can work together to help the older person who comes into contact with the police for any reason.

I have presented to members of your staff a copy of this study which I think you will find most useful as well as other documents I think will be most useful.

Mr. ROYBAL. Without objection, that study will be made a part of the record.

[Retained in committee files.]

Mr. RUSSO. Thank you, Mr. Chairman.

With these and other studies as the basis for action, the Department of Human Resources has built a network of preventative and remedial services to alleviate the trauma to the actual and potential victims of crime.

In the area of prevention, we have chore aides, personal care aides, and homemakers in over 1,000 homes on any one day. This means that older persons, certainly not all of them, do not have to go into the street alone but have someone to accompany them. It means someone is coming in the home to see that everything is all right and to help with the housework. There are over 600 older persons in foster homes that are approved and monitored by our workers. Many of these are older mental health patients on convalescent leave from St. Elizabeths Hospital.

Our decentralized service programs have a corps of service workers available to counsel and assist any supplemental security income recipient who needs help. For example, if an older person is robbed and needs money for food, rent, et cetera, this worker assists this victim to get emergency assistance to tide him over. If as a result of the crime the victim needs other services such as transportation, housing, or placement, this service worker can help provide such services.

For older persons who are homeless, there is an emergency shelter program which can house them through a crisis. Our 24-hour protective services program, which was initally conceived for children, has expanded its function to include adults. There is someone available around the clock to respond immediately to the needs of any older persons in trouble. This service is tied closely to the Metropolitan Police Department and we and they work collaboratively to resolve the social problems of these clients.

Our hospitals and our clinics provide expert and compassionate care for the victims of crime. There are many services offered through our volunteers such as friendly visiting, transportation, replacement of lost clothing, et cetera.

The Department of Human Resources, Mr. Chairman, maintains an onging effort to coordinate services with private agencies and to support these agencies within the limits of its resources. For example, there is a sizable contractual arrangement that we have with the multipurpose senior citizens centers administered by Family and Child Services, a United Way agency.

But, Mr. Chairman, with all these programs and efforts, there is still an element of tokenism we cannot deny. The problem is massive and continues to grow as the population of older persons in our community increases by leaps and bounds. Because of our limited, heavily taxed, and diminishing resources, we cannot reach out and we do not

have the ubiquity the older citizen needs. We cannot come close to providing the security to overcome that all-pervasive fear, Mr. Chairman, that dominates our neighborhoods. This is not the fear that Franklin Delano Roosevelt talked about in his first inaugural address. This is fear with a valid reason. The delicate physical, psychological, and financial mechanisms of old age can be damaged irreparably with a moment of terror. The elderly know this, and they know that moment of terror might be around the next corner.

Mr. Chairman, in order for us, and for all States for that matter, to provide the kinds and degree of services to our elderly who are victimized by crime, it is essential that Federal funds be made available far beyond the present authorized levels. For example, in my view, every State ought to mount an intensive 24-hour protective services program for adults. We cannot do so without an infusion of Federal dollars.

Nor can we expand, as we should, emergency assistance to the elderly who are confronted with crises without the availability of Federal matching dollars.

Our mission, Mr. Chairman, is to secure the health and well-being of all of our elderly citizens. We can achieve our purpose not only by making safe the streets they walk on and the homes in which they reside but also by providing the services they must have both before and after the deplorable fact of criminal victimization.

Thank you.

Mr. ROYBAL. Mr. Russo, your testimony is most interesting and very shocking. We have heard similar testimony and have also had requests for more Federal funding. You may be interested to know the Committee on Appropriations did increase the amounts of money which have been made available for 1977. In my opinion, however, the increase was not sufficient. I agree with you that we have to do a lot better even though more money has been made available by the Federal Government for various programs. The problem which the committee has had, however, is a disagreement as to what programs to finance. There are some on the committee who would like senior citizen centers, homes, and so forth, whereas others don't believe that is the proper way to spend money.

I don't know what can be done to educate, if I may use that term, the members of the committee to the problem. This committee is trying, we are going throughout the country receiving testimony and we are going to write a report.

When that report is ready, can your Department comment on the recommendations we will be making at that time?

Mr. RUSSO. We would be delighted to do so and would welcome the opportunity.

Mr. ROYBAL. You are an expert and we would like to have that expert advice.

Again, coming back to the matter of financing, has any proposal been written by your agency or anyone, requesting that x amount of dollars be spent in the District of Columbia?

Mr. RUSSO. Yes; in our annual budgetary process, the budget goes before the Appropriations Subcommittee chaired by Representative Natcher and on the other side to the Senate Appropriations Committee

chaired by Senator Chiles. In our regular appropriations request, we do, repeatedly, request additional resources, additional funds to strengthen our social services programs, particularly these programs I have alluded to in my testimony, such as 24-hour protective service for adults and expanding our emergency assistance programs. These are two programs vital to meet the needs of the elderly who are victimized by crime. The problem with our request has been—these are funded on the basis of 25 percent local money and 75 percent Federal money—the act of 1972, which established revenue sharing, and also slapped a ceiling on social services. This has worked against the District's best interests because the ceiling allocated based on population under that act allocates $8.9 million of Federal social service dollars to the District of Columbia. At the time that ceiling was imposed we were utilizing approximately $15 million. Ever since the ceiling has been established we have been at the maximum of our allocation. This has raised a very serious problem in our ability to fund expansion of our social services program because if we expand our programs we have to do it on the basis of need.

We have demands on services far outstripping and outrunning available resources in our city. It is extremely difficult with all the other priorities which have to be met to try to allocate the scarce additional dollars available to the city and at the same time meet all the priorities.

Mr. ROYBAL. In which year was this ceiling imposed?

Mr. RUSSO. In 1972 Congress enacted the Federal Revenue Sharing Act.

Mr. ROYBAL. Which means for the past several years you have been receiving one-half——

Mr. RUSSO. Of what we were receiving from the Department of Health, Education, and Welfare, because of the imposition of the ceiling which was a provision in the 1971 Revenue Sharing Act.

Mr. ROYBAL. One thing this committee could do is to not only examine that ceiling but recommend that it be revised so you wouldn't have to suffer in having to serve some people with half the number of dollars you had in the past.

Mr. RUSSO. We would certainly appreciate that greatly, Congressman Roybal.

I would like to make another recommendation with regard to the subject, the Federal social services ceiling. There are a number of States, as a matter of fact more than 50 percent of the States in our land don't spend all of their Federal social services allocated dollars.

Our recommendation to you, Mr. Chairman, is that the Congress consider amending the legislation so that States that don't expend their allocation of Federal dollars, that those unspent funds may be reallocated to States such as the District of Columbia, which have consistently since the ceiling was established been using every dime of their dollars. This type of legislation would assist us immeasurably in expanding our social services programs.

Mr. ROYBAL. Thank you very much.

Mr. Fauntroy.

Mr. FAUNTROY. Mr. Russo's comments tend to document the needs for us to pay much more attention to our senior citizens. I am sure the subcommittee will find as it goes across the country that our senior citizens are becoming increasingly concentrated in large urban areas

and social services should be programed in that direction. I would certainly agree with the reformulation of the Federal revenue sharing plan in a fashion that it recognizes where the senior citizens are. If they are in the District of Columbia and other urban areas across the land, the money should go where the problem is. That is a very important problem to emphasize.

Mr. Russo, who has given us this very substantive testimony, is a man who has served this community and its citizens generally for well over 20 years.

Mr. Russo. Almost.

Mr. Fauntroy. Almost 20 years in District government. The Chairman didn't recognize how right he was in inviting Mr. Russo to review with us the findings and recommendations of the subcommittee, because he not only has the expertise of having worked with senior citizens and our social service programs across the city, but he himself has undergone a very painful personal experience with crime against, if you don't mind, a senior citizen, over 50. If you, or any Member of Congress or I had experienced this, it would assure us that the changes which he has recommended and which we will recommend as a committee, would be implemented.

I wonder if it would be all right to allow him to recount for us his own personal experience with the kind of crime to which senior citizens fall victim all over this Nation?

Mr. Roybal. Would you?

Mr. Russo. As the Congressman indicated I have given a good part of my adult life, coming here from the State of Rhode Island, to the citizens of our city in the Nation's Capital. During that period of time I have walked virtually all the streets of our city even during those tragic days following the assassination of Dr. Martin Luther King when it was not exactly safe to walk the streets if you were white. During all these times, Mr. Chairman, at no time did any resident of the city even lift a finger to harm me.

However, on the evening of December 8 last, as I was walking in the parking area surrounding the apartment house where I live, at 2411 20th Street, NW., around 7:30 at night, dark, I heard these running steps behind me. I knew what was about to happen because 3 months before that I was yoked but not harmed. So as I heard these running steps I instinctively dropped what I was carrying in my arms, I turned around and swung as hard as I could. The next thing I know I felt pain in my forehead and when I regained consciousness I was on my way in the fire department ambulance to George Washington University Hospital. I was told by the detective handling the case that apparently because the assailant was angered by the fact I had hit him, after I had been knocked unconscious and was laying prostrate at his feet, he kicked me in the cheek bone. He also kicked me in the nose and probably would have continued to kick me to death were it not for the fact a car drove into the driveway of the parking lot and obviously the headlights frightened him off. I couldn't open my mouth for 3 days. The driver of that car, I am certain, saved my life, because according to the neurologist who attended to me after I left George Washington Hospital—I spent a week at the excellent Veterans Hospital—the neurologist told me I would either have been kicked to death if that car didn't come in or I would have been shot to death.

So I am unabashedly pleased to share my own personal experiences with you, Mr. Chairman, because, as Congressman Fauntroy pointed out, no one is safe. Not only here in Washington, but as I am sure you are well aware because your subcommittee is going around the country, the problem of crime particularly with respect to those who are 50 years or older, if we want to use that as a definition of the elderly, is great and critical.

Speaking as one who has had a personal experience, I want to commend you as chairman of this subcommittee. I know you will give this critical problem the full consideration that it deserves and out of this you and your committee will be recommending substantive legislation which I am confident will alleviate the problem nationally and here in the Nation's Capital.

Mr. ROYBAL. Thank you, Mr. Russo, and I also thank you for agreeing to help this subcommittee when we present our recommendations to the Congress.

We are going to hear as many witnesses as possible. Make it as brief as you possibly can, so it will enable us to hear as many as we can between now and the time we have to go back to answer rollcall in the House of Representatives. I would like to call Mrs. Pierre to the witness stand.

STATEMENT OF MRS. TOMM PIERRE

Mrs. PIERRE. Good morning, Mr. Chairman, members of the committee, tenants and concerned friends.

Before going to my testimony I would like to say to you, Mr. Chairman, that these people have been sitting in these seats since 8:30, waiting for a hearing at 9 o'clock. These are senior citizens. There seems to have been a lack of communication. They have been up since 5 o'clock. Many haven't had breakfast before coming here because they are concerned as to their security. So, sir, I am not being critical but I would like to have better communication.

Mr. ROYBAL. I don't know what happened, but this subcommittee never intended to start a hearing at 9 o'clock. Where the 9 o'clock time originated is not our fault; we don't know anything about that. This hearing was called for 10 o'clock and we were here at 10. As you know we were a little delayed waiting for the various news media to set up their equipment. But I realize they have been sitting here for a long time. We apologize for the inconvenience, but I assure you the subcommittee had no knowledge of it being called for 9 o'clock. Had it been called for 9 o'clock we would have been here.

Mrs. PIERRE. Thank you, Mr. Chairman.

I am president of Tolbert council residents and also chairman of 20 resident council presidents. I went to a hearing one day and I heard some complaints about lack of security in the buildings and there have been nothing but hearings, hearings, hearings. For years we have had no action. So I recommended to the presidents that we band together and we are going to take action. In the building where I live at Harvard Towers, the man who comes with groceries, eggs and what not for the residents, was robbed in the building. He was robbed by an outsider and not a resident.

We had another resident who was getting off the bus with her groceries and her money. Her purse was grabbed, her arm was injured and

put in a sling for many days. What we really need in national capital housing is better security. We have security guards who are untrained, not professionals, who don't know a thing about security and are underpaid. One of them informed me 3 years ago when I moved into Harvard Towers that his salary was $2.50 an hour.

People who are hired are students who study. They don't know what protecting the senior citizens is. All they know is they are working to educate themselves and so they study on the job. That is lack of training.

They will sit at the desk, when a senior citizen comes in, he has no compassion to open the door for a lady who has to get her groceries by bus, with bags and what not. He doesn't have the kind of compassion to help the senior citizen in with her bundles—he is still studying.

[Applause.]

I am speaking from what I have personal knowledge of. I have training from the CIA and the FBI. I am a 100 percent war veteran. So, I checked the security myself. This is in all buildings. I am not speaking of only Harvard Towers but in behalf of the National Capital Senior Citizens. I was told guards were the first priority. The guards should socialize with people in the building. He is not interested in us. And, oh, don't talk about the telephone. We can't even get the guard by telephone.

Mr. ROYBAL. Who pays the guard?

Mrs. PIERRE. I will get to that, sir.

Mr. ROYBAL. All right.

Mrs. PIERRE. So, we need that type of protection. The guards are from a private agency. We don't need a private agency where the men at the top are getting the money and are not paying the students who are trying to get an education at $2.50 an hour, or maybe $2.25 as one told me when I first moved in.

What we need, sir, is Federal protection. I am speaking as an individual, not as a chairman of presidents. Personally, I feel if we can spend so much money taking care of the Cubans coming here and of the aliens coming here, why in the H___ don't we do our own homework and take care of those who have worked so hard and toiled and contributed to the social security system and so forth?

In August I am being sent to Miami by the American War Veterans. I have been there before and was amazed how the Cubans have cars, homes, clothing, and everything else, while the poor citizens in Washington don't even have a decent place to sleep and now they are even talking about cutting off the food stamps. [Applause.]

I can't see why Congress can't take the money and give the senior citizens protection. Instead of giving all the money to the military colonels, generals—I can talk about this because I am one of them—instead of taking that money and flying them all over the world, including Congressmen and Senators who go on pleasure trips supposedly in favor of the United States using taxpayers' money. Why can't we take that money and take care of our own American citizens? [Applause.]

So, again, I say that the lighting is very bad around the various National Capital Housing apartments. We need better lighting; we need the policemen to patrol on their tour of duty as often as possible around our areas. Now, in some of the buildings, there is no guard

protection at all. And where there are people who really need it, they should definitely have security around the clock.

This is all I have to say because most of the things I would say have been said by our Congressman. So, sir, if you would get us security through the Federal Government and not these private firms we would definitely appreciate it. [Applause.]

Mr. ROYBAL. First of all, let me state I wholeheartedly agree with the views expressed in your statement, especially your request for more Federal funds to be made available to take care of the senior citizens. There are several Congressmen, including your own, who have supported this legislation, but unfortunately there are not enough votes to pass the legislation. But imagine what would happen if all the senior citizens in the United States got together and started a letter writing campaign. Suppose I got thousands of letters from the State of California and every senior citizen in the United States sent letters to their Representatives—it seems to me there is a possibility the Congress as a whole will listen.

So what I think we have to do is form a coalition, that is with this committee, so that the senior citizen can respond whenever we place a call for help on pieces of legislation which we will be recommending to the Congress. When that time comes, I hope there is not a single senior citizen throughout the United States who doesn't write that letter and put pressure on the Congress.

That is the kind of action we have to generate in order to get this type of legislation through.

Mrs. PIERRE. Congressman Fauntroy, you are sitting right there. You heard what he said. We will be looking for you to help us.

Mr. ROYBAL. We would like to hear from Richard Harris to be followed by Rosetta Cousins. Then we will listen to Martha Mingo.

Will you proceed, Mr. Harris.

STATEMENT OF RICHARD HARRIS

Mr. HARRIS. I have been robbed and beaten because we have no protection. They come in and out whenever they choose, they break out the windows in the halls and everything. I was robbed twice last month. My address is 601 Virginia Avenue, SE., apartment 307. My name is Richard Daniel Harris.

Mr. ROYBAL. You say you have been robbed and beaten twice in the last month?

Mr. HARRIS. In the last month.

Mr. ROYBAL. Will you tell us just how you were beaten? Were you kicked?

Mr. HARRIS. No; I got off the elevator, they hit me and knocked me down. I did not have much money but they took all my credentials.

Mr. ROYBAL. How old are you, Mr. Harris?

Mr. HARRIS. Seventy-four and a half.

Mr. ROYBAL. The person who attacked you, what age would you estimate him to be? Was he a teenager?

Mr. HARRIS. Around 18 or 20.

Mr. ROYBAL. And it was a man then that made the attack?

Mr. HARRIS. It was two of them.

Mr. ROYBAL. You say you did not lose much money, but the money you did lose is all the money you had; is that correct?

Mr. HARRIS. Yes, sir.

Mr. ROYBAL. So you lost all you had in your pocket. How did you get along the rest of the month? It must have been most difficult.

Mr. HARRIS. It was. I talked to my social worker and they provided for me.

Mr. ROYBAL. I see.

Mr. Fauntroy.

Mr. FAUNTROY. I am very moved by what I told you would be a listing of infuriating attacks. I simply don't understand why these strapping, strong, young men choose to attack 70-year-old men and women. Let me just say to Mr. Harris we appreciate his coming and sharing his experience with us.

Mr. ROYBAL. Mr. Harris, we thank you very much. This is the type of testimony we want.

Is Willard Muldrow here?

STATEMENT OF WILLARD MULDROW

Mr. MULDROW. Mr. Chairman, and the rest of the members, I have a short statement to make. We don't have any security at Mayfair Mansions.

VOICE. Anytime you go out there somebody got their eyes on you. It is an inside job.

Mr. ROYBAL. Will you proceed.

Mr. MULDROW. We had security guards 2 years ago but they all vanished about a year and a half ago.

Mr. ROYBAL. What is the location you are talking about?

Mr. MULDROW. Mayfair Mansion in Northeast Washington. We don't have security there any time. Anyone can come through any time of night. We are annoyed by fire engines coming in. Somebody after school pulled an alarm four times in one night. So we are terrorized by this noise all the time.

I myself have been robbed three times since 1962. I was walking along 12th and C in 1962. They didn't get any money. I had some tools I was working with and they took part of them. I was last attacked at 7th and Florida Avenue, threatened with being shot and killed, on the 5th of January 1976.

So, we would be glad if we could get some security. We like the place out there. It is a nice place and nicely decorated and would recommend better security.

Mr. ROYBAL. Thank you, Mr. Muldrow. Your last attack was on January 6?

Mr. MULDROW. January 5.

Mr. ROYBAL. Of this year?

Mr. MULDROW. That is right.

Mr. ROYBAL. How old are you now?

Mr. MULDROW. Fifty-nine.

Mr. ROYBAL. Was this at night?

Mr. MULDROW. About 12 o'clock in the day.

Mr. ROYBAL. I was going to say, here is another indication of the fact these crimes are committed not only in the evening or night but in broad daylight.

Mr. MULDROW. It was about the coldest day we had, the 5th of January. I was nervous anyway, I had been to the hospital at Howard

University, and gone through quite a bit of examination. I went to a bus stop and two fellows walked up as though they were going to get the bus. They told me, "If you don't give us all the money you have in your pocket, come out slow, or we will blow your brains out." I kept telling them I did not have any money. I had my veteran check in my pocket. I had to discontinue my bus that day. I couldn't do anything for the rest of that week. They did quite a bit of harm to me. I did not get over it for quite awhile.

Mr. ROYBAL. I can well understand.

Thank you very much, Mr. Muldrow.

Mr. MULDROW. Thank you. I wish I could think of more.

Mr. FAUNTROY. Mr. Chairman. Mr. Muldrow, did you report this to the authorities?

Mr. MULDROW. I walked back over to a store. I did not know which way to go. I got on a bus and the fellows told me the most important thing to do was to report it. I got on a bus and went on out to Irving Street, a better area. I actually was not in shape to report it.

Mr. FAUNTROY. I see. Thank you.

Mr. ROYBAL. Thank you, sir.

Will you please tell us your name.

Ms. COUSINS. Rosetta Cousins.

Mr. ROYBAL. Will you proceed?

STATEMENT OF ROSETTA COUSINS

Ms. COUSINS. This guy came in on a Saturday morning. I was in the bathroom. It was about 4 o'clock. I laid down in the living room and turned the lights off. I dozed off to sleep and I am easy to wake up. Something was pulling me on my side. I said, "What in the world are you doing in here, Devil?" He jumped on me like a dog, smothered me. I was doing like this [indicating]. The manager next door came in, and I said, "He is smothering me." It was a man. The manager tore the lock off the door and the man went, jumped over the patio and over the fence. It frightened me so. I have heart trouble. The manager hit the door five times with a bullet and he jumped off me and it scared me so.

The detectives had the dogs running all over the park and they found him up in a trash box.

Mr. ROYBAL. How did the man get in the house?

Ms. COUSINS. I had the door open. I go to District of Columbia General every night.

Mr. ROYBAL. Was the door unlocked?

Ms. COUSINS. Yes; we have glass doors. I have been sleeping like that for 11 years. I go to District of Columbia General around 2 o'clock every night and sleep there every night. There is no air-conditioning in there.

Mr. ROYBAL. You say this took place 2 years ago?

Ms. COUSINS. Going on 3 years.

Mr. ROYBAL. Did you have any similar experience after that time?

Ms. COUSINS. Yes; the police came there, took my name, pictures and all.

Mr. ROYBAL. You did report it, then?

Ms. COUSINS. Yes.

Mr. ROYBAL. All right. Thank you very much.
Next we will hear from Lucille Bennet. Is she present?
Then after Lucille Bennet, Virginia Neal.
Will you proceed?

STATEMENT OF LUCILLE BENNET

Ms. BENNET. This happened to me quite a few years ago. It was about 2 years before I moved here and I have been here a little over 3 years. At about 4:30 in the evening I went to the 5 and 10. I saw a car parked by the curb and there was a lot of men in it. I walked to the corner and the light changed. Then there were two young boys who walked up behind me. All of a sudden I felt something hit me in the back and both of them whirled around and grabbed me. They said: "Give me your purse." I did not have much money but I did not care about the money so much because I had my medicaid card and keys in it. I tried to hold it to keep them from taking it. Then I felt something cutting the purse off my arm. I have a scar now where I had four stitches. One took me and swung me around and around and around. The other two run.

I figured when they did this they figured I wouldn't know which direction they went. I tried to get up off the ground since the Lord didn't let my head hit the sidewalk. I knew the Lord was with me because he did not let me get hurt that bad. They almost pulled this arm out of place, the arm was black as it could be, my hip and this leg were blacker than this [indicating]. By this time one of the men jumped out the car and said: "Can we help you? What happened?" I said: "You were sitting in the car. You saw what happened." I said: "You look like the one who grabbed me." I said: "You do have a belt on like the boy who grabbed me." I reached out and touched him and he said: "Don't do that, that's my incision." I said: "We will have to pray for you about that." And he said: "Yes, you do that, lady." Another one by this time got out of the car, tall and with his hair all brushed up on his head and all prettied up with a big bow tie and he said: "I am so sorry, do you want us to get the police for you?" I said: "I don't know what the police can do. I don't have no keys to get in." He said: "I'll go down to the hardware and see what I can do with you." So he walked down there with me to the hardware and as soon as I walked to the hardware two police motorcycles drove up. Blood was just pouring from my arm. One of the guys sitting in the car went over to the whisky store and he put a towel on my arm. The police said: "We'll have to get you to the hospital." He said: "That arm has to be sewed up."

Mr. ROYBAL. In other words, when they grabbed the purse, they injured your arm?

Ms. BENNET. They cut the handle off with a knife.

Mr. ROYBAL. They used the knife then to cut the purse and while they were doing that, they cut your arm?

Ms. BENNET. I don't know. But they cut my arm. I don't know if you can see the scar or not [indicating].

I told the police: "I have to get my keys because I can't get home and the office will be closed at 5 o'clock." The officer said "We'll take

you to the office so you can get your apartment opened but you have to let me take you to the hospital."

So the guard said his car was sitting there and he would take me to the hospital. The officer said: "Don't worry, Mrs. Bennet. The lock will be changed on your door." So, I went over to the hospital and I did not get away from there until 9 o'clock at night. The doctor who examined me said: "Are you sure you ain't got no bones broken?" I said: "No, I am just black and blue all over."

Mr. ROYBAL. I thank you very much for your testimony.

Ms. BENNET. I don't hear too good.

Mr. ROYBAL. I said, we thank you very much for your testimony.

Mr. FAUNTROY. Thank you, Mrs. Bennet.

Mr. ROYBAL. Virginia Neal.

STATEMENT OF VIRGINIA NEAL

Ms. NEAL. Mr. Chairman, members of the committee, my name is Virginia Hazel Neal, 711 24th Street.

Last year I was robbed in the 1000 block of 17th Street. They snatched the items from my car and run with them. This year, March 10, I went to get some ice cream and a paper. Two men, I know them, jumped in my car and said: "Drive on." I said: "I don't know you all," and they said: "Yes, you do."

I had very little gas [indicating]. I said: "Where do you want us to go?" I told them: "I ain't got no money." He said: "Anybody over 55 ain't got no business living if she don't have no money." They said: "Drive over to East Capitol Street Bridge." When I got the chance, I jumped out on one side while the car was going. They jumped out on the other side. I ran back to the car and got it and drove back home. When I got there, I called the police. I said: "Take me back and I will show them to you." They said: "No; stay with us. We got to get fingerprints."

Then the next day, the manager said: "Did you get robbed? Your purse is here behind the building." I went down there. They took my permit and my keys. This happened on the 10th. I got the permit on the 12th: 10 days later they came back and got the car. The police said: "When are you going to get your locks changed?" I couldn't because I did not have the money. On the 30th of last month they did $450 damage. They hit two girls.

I saw them yesterday. I know them. The police did not do anything to them. I could have hurt myself jumping out of that car.

I have no more to say.

Mr. ROYBAL. Thank you, Ms. Neal.

I would like to hear next from Sinclair Wylie.

Very briefly, tell us what your experience has been.

STATEMENT OF SINCLAIR WYLIE

Ms. WYLIE. Mr. Chairman. Good afternoon, Mr. Chairman, and members of your staff. I am Sinclair Wylie, 1221 M Street NW., president of the Resident Council. I came in behalf of not only myself, but of the residents of that building. There are 401 persons living there.

We don't have proper security; we have been begging NCHA, as it was formerly known, for 24-hour security guards. This was not granted to us. We get guards in the evening from 4 p.m. to 8 a.m., 5 days a week; Saturdays, Sundays, and holidays, 24 hours a day. Only one guard to a building that houses over 380-some units, not people, but units. This is supposed to be one of the largest senior citizen center buildings in the District of Columbia under the National Capital Housing Authority. From one set of wardens to another, the authorities to the administration. I get hung up on words, too. It makes you feel as though you are living in jail. I even call my apartment cellblock 1003. You have to be careful going through the hallways as well as the outside because we just don't have senior citizens living in that building. We have veterans of any war who have first preference over senior citizens and, of course, they are younger and like to cut up a little more. We have people there from the various mental institutions and I tell you they give us a devil of a time around there.

[Applause.]

Then we have alcoholics from RCA. Just name it, we have got it. If it is out there in the street, it is in the building, from bootleggers on to number writers, and nobody to stop them. You wonder how these people get in.

We have six doors on the first floor entrance. Congressman Fauntroy has been there and seen these doors. There is only one guard. No other protection. You sign in, that guard can't sit there and take your signature while somebody else is coming in the other doors. The garage door is left open from before 6 in the morning until after 6 in the evening. There have been several robberies and people beaten, two persons never came back from the hospital. The way they were beaten and the poor circulation of blood, they went into a stroke and from there into death.

Not only that, we have one woman who recently came from Lynchburg because her mother was beaten in the building and had whisky poured over her like she was drunk to give the authorities there the impression this was a drunken old woman. Her arm was broken; she was beaten blue and black. Her name is Mrs. Elder. These are some of the things which have happened there. Most have happened before 4 o'clock in the evening when there are no guards.

When I went to the office this morning, the time when Mrs. Elder was beaten couldn't be substantiated. Several people have been robbed right at the front door. One man was robbed twice as he got out of a cab. He lost every cent he had because he had just been to the bank to cash his check. His daughters took him to live with them.

The building is so unsafe that you are afraid to walk the halls in the evening. There is one man there in particular. We couldn't get enough people to testify against him to get him out. The man is from a mental institution, and once he turned on the fire alarms at 4 o'clock in the morning. The following week three women were found sitting up in their apartment with heart attacks. Now, if this is safe, put me out in somebody's alley because they come in there any time they want to and that one guard can't follow them in a building of that size. We have no protection as far as protection of persons is concerned in Claridge Towers. It is a pathetic situation. We have alcoholics who

have been brought there to live with the senior citizens who are not of a senior age, but we are forced to live there with them under the same rules and regulations but they break every rule in the book.

[Applause.]

We have people who we know haven't had their applications in for 2 years and 6 months with occupancy in National Capital Housing and PMA. They have moved in there from the various institutions and have gone completely berserk throughout the building. We are afraid to come out without protection. The Safeway around 11th and M is now getting ready to close because it has been robbed so many times. So often when I go shopping I have to pay somebody from my meager check to take me out of the city to do my shopping where there are not so many robberies going on, because I am afraid to go to that Safeway. They rob it sometimes twice a week, and maybe more, around the first part of the month. One of our residents was robbed there day before yesterday on her way back home after getting her check cashed.

As you know, the Treasury Department is getting ready to stop the check cashing. These people have nowhere to go to get their checks cashed. They don't have bank accounts, some can't read and write, and when they have to go to the food stamp office, a little hole in the wall at 9th and O, their life is only in God's hands. One month a man was lying out there with his head busted open, the next month a woman had a pot of lye to throw on somebody. Where are the policemen? We don't see them. But at 12 o'clock every day you can find them at 11th and M in that restaurant having a good time and there was a passel of them. Sometimes on 11th Street behind the liquor store you will see them drinking in the patrol car, drinking their beer instead of being out there where the robberies are going on. I have asked the second district to have policemen in that area from the 1st until the 5th of the month to protect these people who are unable to protect themselves. We don't get it. Maybe we will see one once, but not after that. There is just so much I can't tell it all now.

If it is humanly possible that I can see you some other time with my Congressman who has tried and I know he has tried to help us in many instances, even to get air conditioning in that building where we live—it has not been turned on yet though.

Mr. ROYBAL. I can assure you he is doing a lot of work in your behalf. He is an excellent Representative.

May I thank you for your testimony. It was very interesting. Due to the lack of time I will not ask any questions.

If you have any written testimony you would like to present to the committee please do so. It will be made a part of the record.

Ms. WYLIE. I don't have any written testimony but I do thank you for allowing me to speak.

Mr. ROYBAL. Louise Brown, will you proceed?

STATEMENT OF LOUISE H. BROWN

Ms. BROWN. My name is Louise H. Brown. I am from the Judiciary House. Mrs. Wylie has just about given you the picture of our situation. We only have one guard. I have been fighting to get two guards. When he is called away on an emergency, it leaves the women or

people standing out on the street. We have had two women attacked coming a half block from the store to their home. We have had a man beaten very badly inside the building. He was hospitalized for quite some time. He had a heart attack but has recovered. The situation is that we are afraid. It is just fear. I, myself, had a personal thing happen to me in January.

There was something going on in a building around 5. My husband was in the office taking care of business. As he came out of the office some man walked up to him and said, "You are the one I am looking for, Mr. Brown." He said he was from the telephone company. I had previously had trouble with one of the phones in my house but they had fixed it. However, my husband came in with him, called me and said, "Here is the telephone man." He assumed I had called. He came in and was well acquainted with the workings of the telephone. He told me there is some way they can trace when you are having trouble on your line whether you had called or not.

He proceeded to tell me he had the phones in the back alley in the truck and asked what colors I wanted. And he said there would be a fee for installation. We knew this but age, I suppose, stops us from being alert. But he was very shrewd. My husband asked how much it would be and he said $4. My husband was leaving and the repairman was supposed to be going to the truck to get the phones. So he went down on the elevator, leaving with my husband. My husband had given me the $4. But he did not get on the elevator, he came back to me and he proceeded to talk again as to the colors and he said: "Well, it will be $4." Not thinking I said, "Do you want it now?" He said, "Yes." So I gave him the $4 and waited for him to come back. However, he did not come back. In about an hour or so I called the emergency number because it was around about 5 and asked if they had an order for my phone. They did not. Of course, I came to the conclusion that it was a flimflam. I called the business office the next morning and there was no order there. He had the nerve to come back into the building, to another tenant's apartment. The guard let him in by signing the book which doesn't mean anything. Anybody can come in those apartments by signing those books.

Mr. ROYBAL. In other words, if I go to the apartment and say I represent the telephone company I don't have to show any identification?

Ms. BROWN. That is right.

Mr. ROYBAL. Isn't that supposed to be part of the guard's job to make sure people going into the building are properly identified?

Ms. BROWN. Yes.

Mr. ROYBAL. It seems to me whoever is supplying those guards should at least take some interest as to what is going on.

Ms. BROWN. This is true, but as Mrs. Wylie stated, the guards are either sleeping half the time or are on the telephone. It has been tried and tested. While a person is writing his name the guard doesn't look up. He is busy on the telephone. He doesn't know what name is being put down. I, myself, have had to stand outside my building. It so happened I was with my children, and waited 20 minutes for a guard to open the door at night.

Mr. ROYBAL. I suppose this condition you are describing can be found in other places.

Ms. BROWN. Right.

[Applause.]

Mr. ROYBAL. Which means all the developments are the same when it comes to the lack of protection?

Ms. BROWN. Right. I am president of the resident council and have had an occasion many times to call a guard. When that guard leaves that door and he comes to find out what is going on in the other part of the building, he may be upstairs for an hour. There is no one there to open the door. Or there may be tenants sitting in the lobby and they will open the door which means anyone can get into that building.

Mr. ROYBAL. Thank you for your testimony.

We have three more witnesses to hear from. We want to make it as brief as possible. We want to hear from Mary Laviege, James Kelley, and David Robinson.

STATEMENT OF MARY LAVIEGE

Ms. LAVIEGE. Mr. Chairman, dignitaries. I am on the council of Edgewood Terrace. My name is Mary Laviege. I live in this building. On the 4th of March of this year, between 7 and 7:30, I was going out for the evening. I rode the bus and got off at 3rd and Florida Avenue. These two boys came from behind me. I don't know whether they came from the Safeway parking lot or down the alley by Frazier's Funeral Home. Anyway, they followed me across the street, stood by the bus stop and then they walked around the corner. Something inside me told me there was something wrong. So I walked to the corner by the little white church and I did not see them. About 5 minutes later the bus came. I had put one foot on the bus when these two boys came up and pulled me off the bus. They struggled to get me around the corner into the alley. After I saw they did not have anything to harm me with—I had on some heavy shoes, and I started kicking. They had gotten me about as far from the alley as I am from you. About that time three men came out of the liquor store and one yelled, "What in the hell are you trying to do to the woman?" They did not stop immediately. Then the three men started across the alley and I was released. They didn't get my pocketbook. I had about $100 and all my identification because I had just gotten paid. I thanked the three men. There were men and women on their steps. I guess they were drinking.

The bus driver did not pull off but did not help either. There were men on the bus; they didn't offer any assistance either. So being nervous and frightened as I was I got on the bus and proceeded where I was going because I was too scared to wait for a cab. When I got to West Virginia Ave. and Florida, NE., I hailed a scout car. I told them what had happened. He asked me where I was going and I told him. I gave him my name and address and he asked me my age. He told me he was on another burglary call and he would send somebody down to take my information. So by the time I got to where I was going the scout car was already there with two policemen. They were very kind and took the information I gave them and said they would have somebody out to my apartment, which they did. They brought the mug books with them but I did not recognize any of the boys.

They were between 17 and 18 years of age. I was sore in my shoulders and across my hand where I was holding on to my pocketbook.

I had something to work with in the pocket of another jacket I was wearing. It was not a gun but a spray. Had they gone into my pocket they could have harmed me because with the illness I have it would have choked me to death. Had they gotten me to the alley I don't know what would have happened. I am very thankful to God and those three men that I am here to testify.

Thank you.

[Applause.]

Mr. ROYBAL. Please identify yourself and proceed with your testimony.

STATEMENT OF JAMES KELLEY

Mr. KELLEY. Mr. Chairman and committee, Congressman of this city. He doesn't know it but I am his father and he is my son in spirit. He doesn't know why he is preaching; I will tell him. Reverend Foster is responsible for you being a preacher. I am not a preacher because I can't talk but I am going to make my statement short.

For the last hour I have been trying to figure what to say to tell you something. I could say a whole lot of things you have already heard but that doesn't help any. So I will have to make it short because you have heard everything between here and heaven. It would destroy the devil.

My name is James Foster Kelley, 700 12th Street, SE., Potomac Gardens. I am coming before you to say my little bit in behalf of the senior citizens in that area. The problems we are having there are vandalism, nonsecurity and when I say vandalism, you name it, that is what we have had around there. The old, the new, it is demolished and so on and so forth. Now, I have not been attacked myself, I am not bragging about it but my wife has been attacked. And speaking about going to church or anywhere at any time—that is my problem in a free country, free enterprise, free anything, freedom of speech and you can't hardly live for being afraid that you will be ill-treated by the same kind of animal you are, a human being. I just can't see why the senior citizens of America——

Mr. FAUNTROY. Take your time.

Mr. KELLEY [continuing]. Who have worked hard for this country and in this golden age we are living in can't be respected. We have gotten some promises for things we have asked, we ask who is in authority, just like a father asking a child for anything he wants, and we have gotten so many promises until they done changed the word now. Whenever we say we want something, they tell you right out, no. Whatever we want, if you are sick, hungry—now we are talking about medicaid, food stamps. I made an application. They told me I was too rich, wasn't eligible. But, anyway, that is the way it is today. You, Mr. Roybal, chairman of this subcommittee, we hope you have success in your trip across the country because wherever you go you will find the same thing and you will have the same questions and the people will be looking for the same answer, security. When you use that word, that covers any part of life that you need, have to have or want. Because if you are outdoors you need security. I could say more but at this time, owing to the lateness of the hour and many things to

do—I am thankful I had the opportunity to meet one of the leaders of our Government and have the opportunity to let him see how I feel in reference to the senior citizens of the United States of America.

Mr. ROYBAL. Mr. Kelley, I thank you very much for your testimony. [Applause.]

You can be sure this committee will not only listen to what you have said but definitely try to do something to remedy the conditions you speak of.

Mr. Fauntroy.

Mr. FAUNTROY. Thank you, Mr. Kelley, and thank you for the reference to Dr. Foster. God bless you.

Mr. ROYBAL. Next we will hear from David Robinson. He will be the last witness for the day. We thank you very much for coming before the committee. Please proceed in any way you may desire.

STATEMENT OF DAVID ROBINSON

Mr. ROBINSON. Mr. Chairman, and your colleagues, Reverend Fauntroy, to Dr. Yelder. I am well acquainted with all of you. I am from Mount Moriah Baptist. I have been there 64 years. My name is David Robinson. I live at 114 47th Street NE. This is not the first time I have appeared before a congressional committee in an effort seemingly to get something for myself and some of my people. I am going to take a little deviation and I won't be more than several minutes. I am a member of the Advisory Board of the National Capital Housing Authority and interested in people. Uneducated I am, I am 88 years of age, was as of the 12th day of February. I am a veteran of the First World War. I happen to be a member of a unit which I am very proud of, 505th Engineers, first group of Negroes ever incorporated into a combat unit in the history of the U.S. Army. We spent more time overseas than any other active unit in the First World War.

Might I say I can corroborate most of the things which have been said here today. This lady, Ms. Bennet—I was chairman of the council there. I organized the council in Potomac Gardens and she lived one floor above me. I have seen practically everything these people have spoken of this evening. I want to make very briefly a deviation from the stories of sadness and so forth. I want to express to you, Mr. Congressman, and your coworkers, and ask you one thing, would you consider the idea of asking the Congress to give to the poor people in the city and the poor people in the country, a little more money for subsistence. It so happens that I am fortunate in many ways. I have worked in many things, selling real estate; I was a letter carrier in the District of Columbia for 33 years 8 months 10 days. I have been retired for 23 years. I know something about Washington. My education consists of having completed only the eighth grade in the public schools in the District of Columbia. I had to come out of school when I was 12 years and 8 months of age to go to work to try to help my parents. Dad was old and seemingly about to fall. He was 97 years old when he died. Mother was 91. I am the youngest of 12 children and the only one living, thank God for that. But I say to you as I started to say a moment ago, that many of the elderly citizens not only in Washington, D.C., not only those you have heard from today,

but throughout the country and I have traveled extensively, you would be surprised how far I have traveled.

Many of the elderly people are living under almost starvation means. That is a fact. And when they make an effort to get something or to get a little help they run up against a stone wall. I note that our country, and I am a staunch reader of the daily papers and I live by my radio and I am not interested in the television as such, I live by the radio. Were it not for the fact that I have been able to accumulate a wee bit of money to provide for myself and try to provide for my home, if it were not for that fact, I would be in bad shape because I draw a little money from Civil Service, retired as a letter carrier; I draw social security; I draw a pension from the Veterans' Administration; the sum total is $516 in these high cost-of-living days which we have with us now. That doesn't go too far, and it won't go as far as it does if I had to pay rent. Is that clear?

[Applause.]

Gentlemen, I am speaking from the standpoint of practicality. The average senior citizen is not receiving enough from the Government that he might even be able to buy himself palatable and sufficient food. I have taken from my pocket time after time and I lived in Potomac Gardens, I had to go in there when I got out of the Army because, as I stand here, I have odd size shoes. This is a 12 and this is a 10½. This is due partially to an incident which happened to me in the First World War and other infirmities which have come upon me by my working and trying to earn a little money. I would suggest and respectfully request that in making your report, sirs, would you please ask the people, ask the Congressmen, ask the Senators and ask the President of the United States, to cooperate to improve our lives.

Our money is going elsewhere, everywhere; every nation in the world seems to be receiving moneys from America while the people who live therein who have labored and tried to be honest citizens and tried to be a credit to the Nation, have been mistreated and mishandled.

Thank you very much and may the good Lord love you.

[Applause.]

Mr. ROYBAL. Thank you, Mr. Robinson.

STATEMENT OF MRS. BRYAN

Mrs. BRYAN. My name is Mrs. Bryan. I want to say I live here and have never been happier in my life. One reason I think elderly people very often in the street are attacked is because they are not alert enough. I remember when I was a child they had a police whistle. The whistle would sound a long way off and some policeman or somebody would come to your rescue. Now I believe one of the reasons that our elderly people get attacked so much is because we are not alert enough. When you are in the street you can't walk along with your head stuck up in the air. It wouldn't hurt you to look around and see sometimes. I remember waiting for the streetcar at, I think it was 7th and N, and previous to getting on that car when I was in the five and ten, there was a gentleman, and he followed me.

Every store I went in, this man was there. So, I kind of got to thinking, I wonder why everywhere I go I see him. So I said to him

in the last store I was in, I had a big pocketbook and I put it right down beside me, and I said, "Are you a detective in these stores?" He said, "No." I said, "Well, I thought you were because every store I have been in, I have seen you," and, I said, "I wonder if you had a position in one of them as a watchman." He said, "No." But I had become suspicious of him because he watched me as I would go in. When I put down my big bag you could see him glance over at that. So I made my mind up, if we are more alert we would be less followed and bothered less by people who are attacking us.

That same man, when I went to get on the streetcar, there he was. I'll tell you the truth, I was so mad and I said to him, "And you again." So when I said that to him he just grinned and went off. As it happened, just as I was——

Mr. ROYBAL. I am sorry I have to cut you short. We are due back. In fact, we are late already. We thank you very much for your testimony.

Mrs. BRYAN. If we are more alert there will be less trouble of people following us and bothering us.

Mr. ROYBAL. May I take this opportunity first of all to acknowledge and thank your own Congressman for being present, and for giving me the opportunity of working with him. You can be sure I will continue to cooperate with your Congressman and everything which pertains to matters of the District of Columbia. He almost has a guarantee that I will be with him no matter what he does.

Mr. Fauntroy.

Mr. FAUNTROY. Thank you, Mr. Chairman. On behalf of not only the senior citizens of the city, but all the citizens of the city, I want to thank you for what you have done here. I know you have missed about two quorum calls. I want to say if you ever want me to come to your district to say your time was well spent when you missed those quorum calls, I will be happy to do that because we need more Members of Congress with your leadership and I look forward to following it on this question.

Mr. ROYBAL. Thank you very much and I wish to thank each and every person who testified and each and every one of you who are here at this hearing. You have given us a tremendous amount of information and we will be calling upon you in the future when we make these recommendations in the hope we can generate the interest which will be necessary to put across the pieces of legislation which are important to the senior citizens of the United States.

STATEMENT OF FRANCIS GLAUDE

Mr. GLAUDE. I want to tell you, the problem of the neglect comes from the neglect of onsite management. There is no one there at all times, only from 8 to 5. That's my complaint. That is why you have buildings boarded up here. There is nobody here to take care of them. I am a retired manager and live at 5201 Connecticut Avenue. I will be happy to come any time and testify to the fact these people are robbed. The manager is not there and the guards don't care.

Mr. ROYBAL. Thank you all for attending today.

[Whereupon, at 1 p.m., Thursday, June 3, 1976, the subcommittee was adjourned, to reconvene at the call of the Chair.]

APPENDIX

ADDITIONAL STATEMENTS SUBMITTED FOR THE RECORD

LOS ANGELES UNIFIED SCHOOL DISTRICT

Garfield Community Adult School

5101 EAST SIXTH STREET, LOS ANGELES, CALIFORNIA 90022

TELEPHONE: (213) 263-6161

December 1, 1976

The Honorable Edward R. Roybal
Congressman, 25th District
300 North Los Angeles Street
Los Angeles, California 90012

Dear Congressman,

The Student Advisory Council for the Garfield Community Adult School Gerontology Program represents a consensus of Senior Citizens in the East Los Angeles unincorporated area who attend programs at Casa Maravilla, Casa Lucerna, Fairmount Terrace (Stovall Foundation), East Los Angeles Neighborhood Facility and Ruben Salazar Park. Recently your office held hearings in Los Angeles concerning Crime and the Elderly. Unfortunately, we were unable to send a representative. We are writing this letter to express our concerns on that subject.

Surely, you are aware of many of the problems of crime for the elderly: violence, purse snatching, fear of going out on the street day or night, packs of roaming dogs attack people in some areas, and there is a reluctance to use public facilities (e.g., parks) due to gang conflicts at these locations. Senior Citizens are fearful of calling the police to report gang crimes because gangs will seek out and punish informers. Lenient sentencing enables offenders to pursue criminal activities with little fear or hesitation. Procedures for collection of damages are complex and may require resources of energy, money, contact and mobility that an elderly person does not have. And after all that effort, if the offender is on welfare, that money cannot be used for repayment of damages. Moreover, our experiences indicate that many authorities are not too eager to be involved in the programs the elderly have regarding crime. Perhaps this disinterest stems from limited personnel, lack of caring for the Mexican community and the loss of consideration for the elderly as individuals to equal rights and protection in the United States society.

Solutions are never easy when complex problems are involved. With that in mind we recommend the following suggestions for your consideration.

1. Leash laws should be established and strictly enforced.

2. A change in police reporting forms or procedures to better maintain the confidentiality of the name and address of the person reporting a crime.

3. Parental responsibility/liability laws should be enforced and publicized. Few parents consider the environment of the child. It is particularly difficult to maintain a positive environment for the child when faced with the negativity of present day external environment. Mass media focuses on violence and makes fun of good behavior. Many parents must focus their energies in the struggle for basic survival for their families and themselves. How to cope with these demands and still appreciate themselves and instill a sense of worth in their children is increasingly difficult in today's world.

4. More and better education of parents and children can help in this struggle to understand and cope with today's community and national environment and to develop a positive home environment. Such educational programs are particularly important in such communities as the Mexican-American where cultural experiences and values are not the same as the Western European-American society developed in the United States. Education can help develop greater understanding and ability to cope with these variations in cultural perspective in a changing world.

5. More programs involving older adults intergenerationally should be implemented. Grandparents who may have more free time and more importantly a different perspective on the priorities of family life, should try to counsel parents concerning the development of the child, especially his or her identity and self-worth. Programs should be developed in which older adults are encourged to work with parents and youths. Intergenerational classes have proven to expand the educational experience of the students and lessen discipling problems within the classroom. Moreover, intergenerational relationships and experiences such as those fostered in the classroom, can diminish the isolation of the elderly and perhaps change the image of the elderly as an easy, unrelated and disdained target held by many youth.

Sincerely,

Renaldo Alarcon

Renaldo Alarcon, President
Garfield Community Adult School
Senior Citizens Advisory Council

cc: Abe Friedman
Dr. Robert Rupert
Assemblyman Richard Alatorre
Assemblyman Art Torres
Supervisor Ed Edelman
Senator S.I. Hayakawa
Robert Medina, Director

Commission on Aging
The District of Columbia
June 9, 1976

To: The Sub Committee on Housing and Consumer Interest

From: The District of Columbia's Commission of Aging

Subject: Commission's Statement For Insert Into the Record on the Hearings on Victimization of the Elderly June 18, 1976.

The United States Department of Justice has released a survey showing the Victimization Rate For Crimes Against Persons Age 65 and over is 31.6 per 1,000 for the entire country (the rate in cities is higher). The independent population estimates used in this report indicates that there are over 20 million persons in this age group. This in turn means that there are approximately 632,000 crimes committed against aged persons in a given year. The 632,000 figure does not include burglary, household larceny and auto theft. "Crimes against households" are shown by the age of the head of the household and it may be that many elderly are affected by these crimes while living in a household headed by a younger person.

Approximately 13.5 million heads of households are age 65 or over. The victimization rate for this cohart is 108.8 per thousand. This means that there are approximately 1,468,000 crimes against households committed against age 65 and "Headed" households in a given year.

When these figures are combined, the subsequent risk for persons age 65 and over becomes a risk of 140.4 per 1,000 or a total rate of 2,100,000 crimes against this cohart.

The "elderly" population (age 65 and over) continues to increase in the metropolitan area. Only 5% of our citizens who are 65 and older live in institutions.

There are strong physical, economic, and psychological reasons to support the claim that crimes against elderly should receive special attention and programmatic response:

1. Physical Reason:

   It is obvious that older persons are not physically able to ward off offenders and are likely to receive serious injury. A younger person might receive only a minor injury from a purse

snatching whereas an older person is likely to receive serious injury resulting in death.

2. Economic Reason:

   The theft or robbery could be the total amount alloted by SSI for food and shelter.

3. Psychological Reason:

   The impact on the psychological and emotional well being of the elderly is seriously impaired. Tremendous amount of fear seriously affects life's adjustments.

"Minor crimes are serious crimes when the victim affected is elderly."

The Elderly Need Special Protection Against Crime because:

- Many have to live below the poverty level and an economic loss is a tremendous impact on their well being.
- They more than likely live alone, which increases their vulnerability and become targets for repeated acts.
- Their physical stamina is apt to be diminished and they can't defend themselves and are apt to sustain serious injuries.
- They are likely to have physical ailments such as loss of sight, hearing, arthritis, which increases vulnerability.
- They are likely to live in high crime areas because of diminished incomes - this makes them even more susceptible to fraud and confidence games.
- Physical, financial and other reasons make them dependent on public transportation; hence they are exposed to assailants.
- Because of a loss of status, the elderly are less likely to report crimes they experience or witness, fearing they will not be believed. Aware of their own susceptibility to crime many will self impose "house arrest" and live in double fear - fear to go out and fear to stay home.

As an interim measure the commission recommends increased protection at Elderly Housing Projects where the Elderly live and at Supermarkets during the first of the month and on week ends where Senior Citizens cash checks and shop. Also some type of guard service should be maintained on a regular basis in Senior Residents where none now exist.

Since an effective preventive program has not been worked out, The District of Columbia's Commission on Aging strongly urges that every effort be made to establish a cooperative relationship with Law Enforcement Agencies and Community Organizations for the purpose of providing consultation and a mechanism for reducing the problem of criminal victimization of older persons.

Walter A. Jones

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Legislative Chrs.

Frances M. Mazique

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Chairman Commission on Aging for the District of Columbia